
PORTOLA

The Portola General Plan is the result of community and city council input and planning staff study between August, 1982 and March, 1983. The plan was prepared by the city's planning staff - the SEA Planning Group (Jim DeAguilera, Laurie Oberholtzer, John Guerin, and Rich Shock).

The plan consists of the nine elements to a general plan required by the State of California and two additional elements. Some of the elements are combined because of overlapping subject matter into seven functional elements. In addition, an assessment of environmental impact of the plan is included.

Each element is paged separately so that adopted amendments can be inserted. The loose leaf format was chosen to facilitate the incorporation of future amendments since a general plan is not an inflexible tool and must be changed from time to time to reflect new concerns and circumstances. In addition, sections are provided for inclusion of specific plans as they are prepared and for appendix material. The content order follows:

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GENERAL PLAN

PORTOLA

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GENERAL PLAN

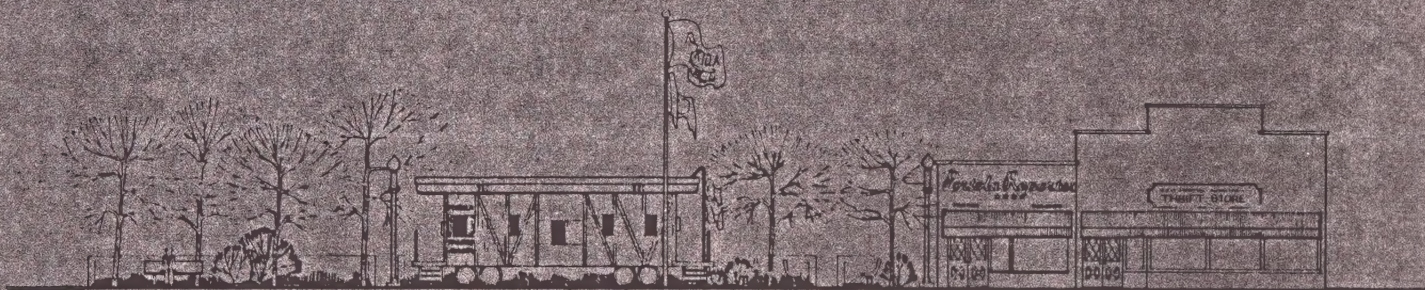
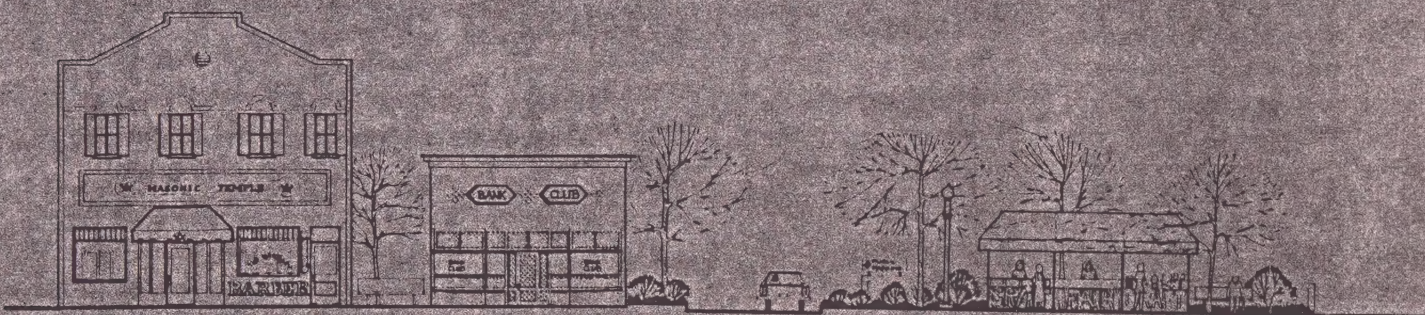
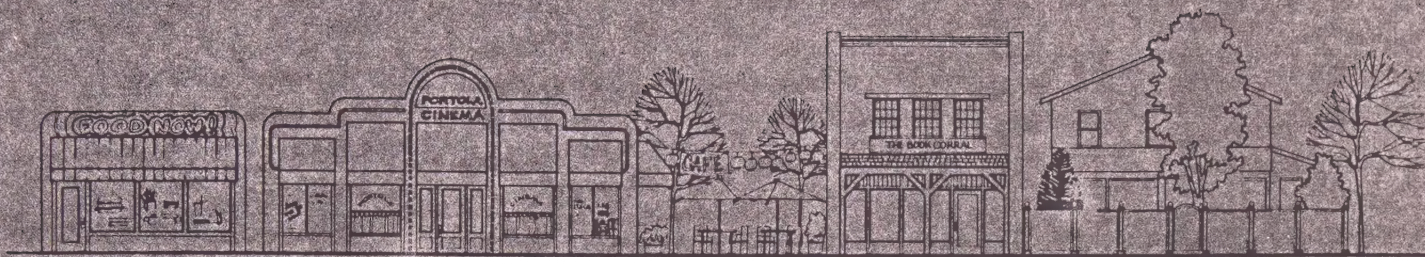
PORTOLA

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GENERAL PLAN

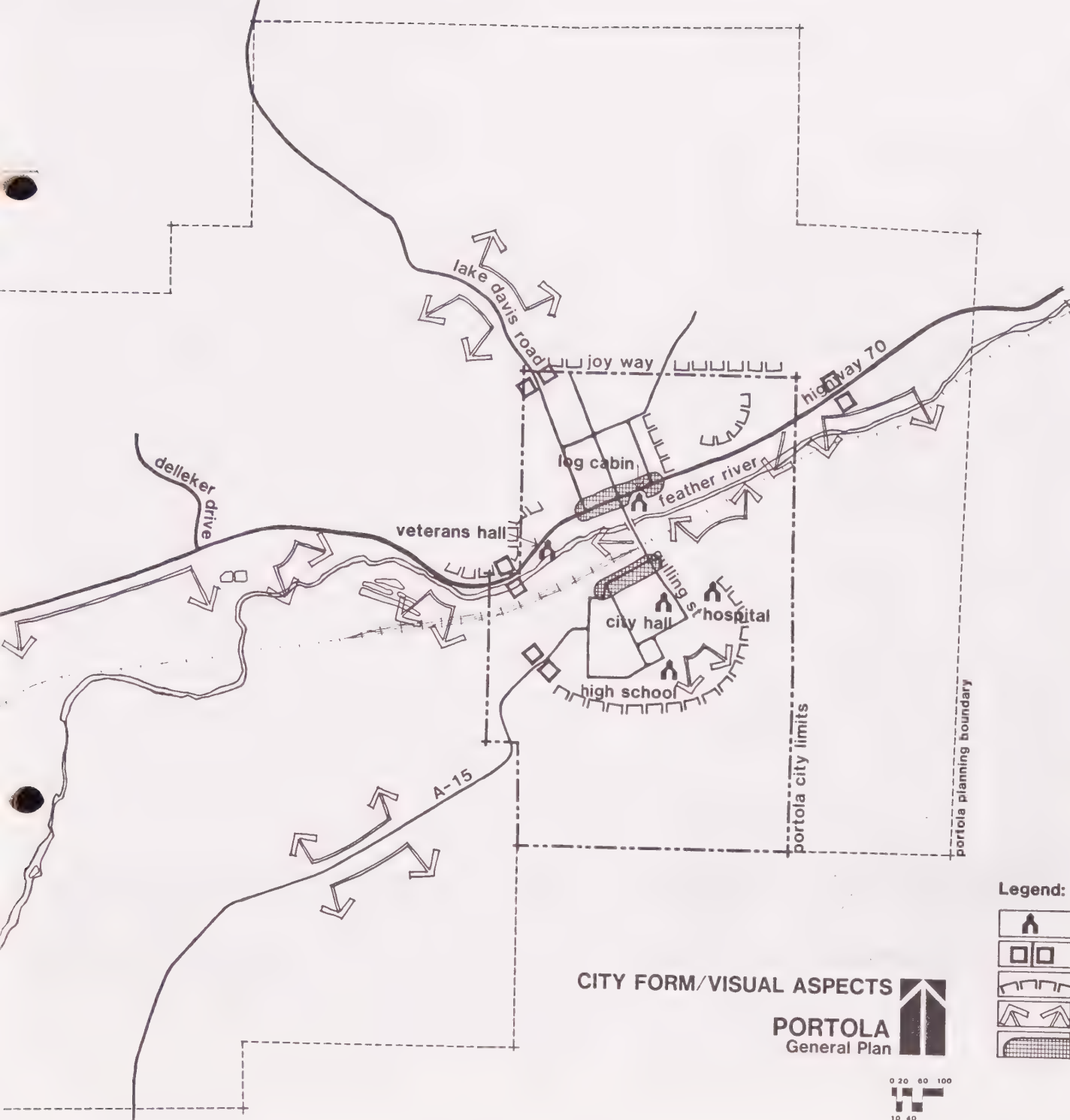


CONSERVATION · OPEN SPACE ·
RECREATION

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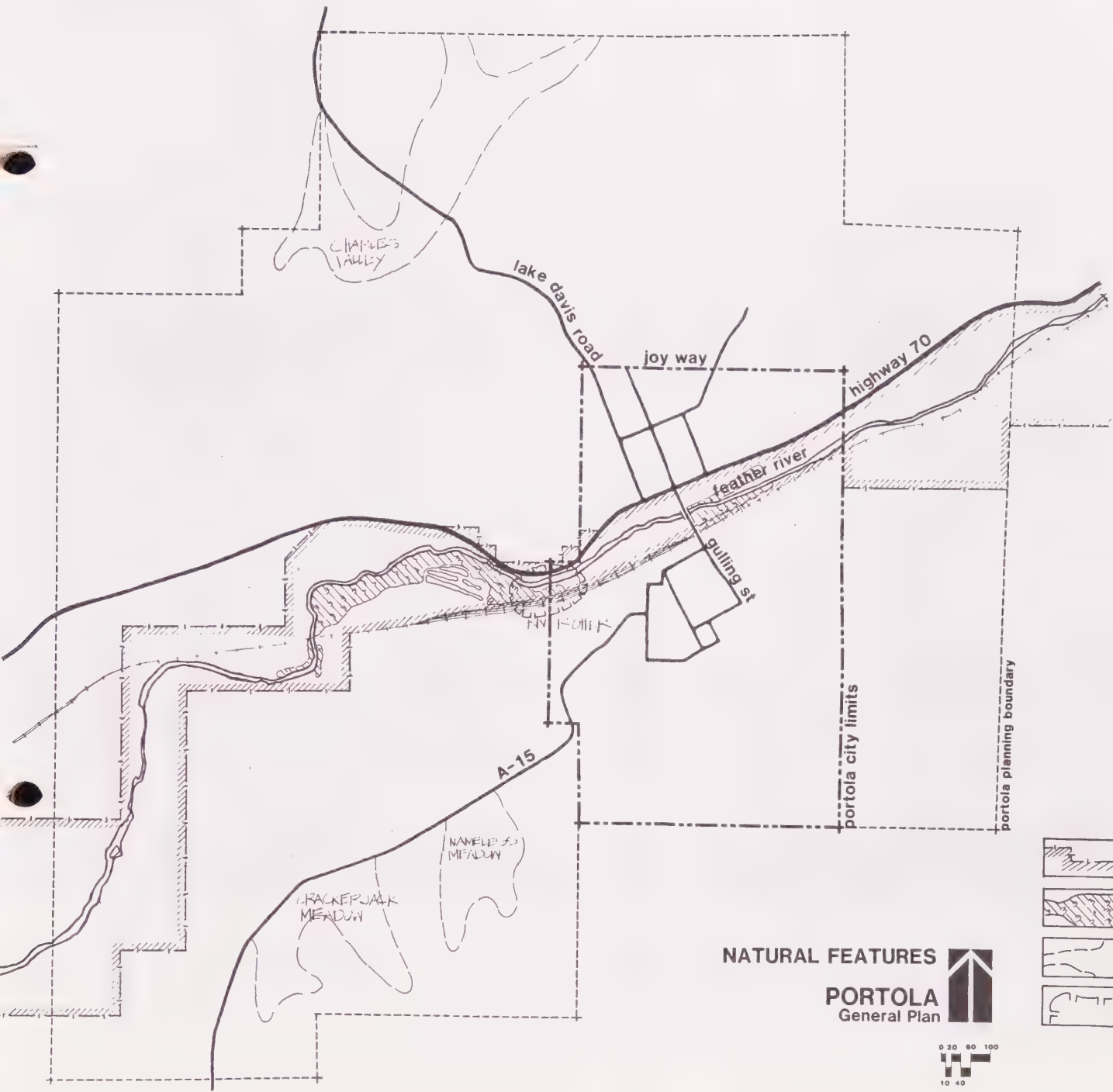
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CITY FORM/VISUAL ASPECTS

PORTOLA
General Plan





NATURAL FEATURES

PORTOLA
General Plan



WILDLIFE SCENIC
- RATION 2



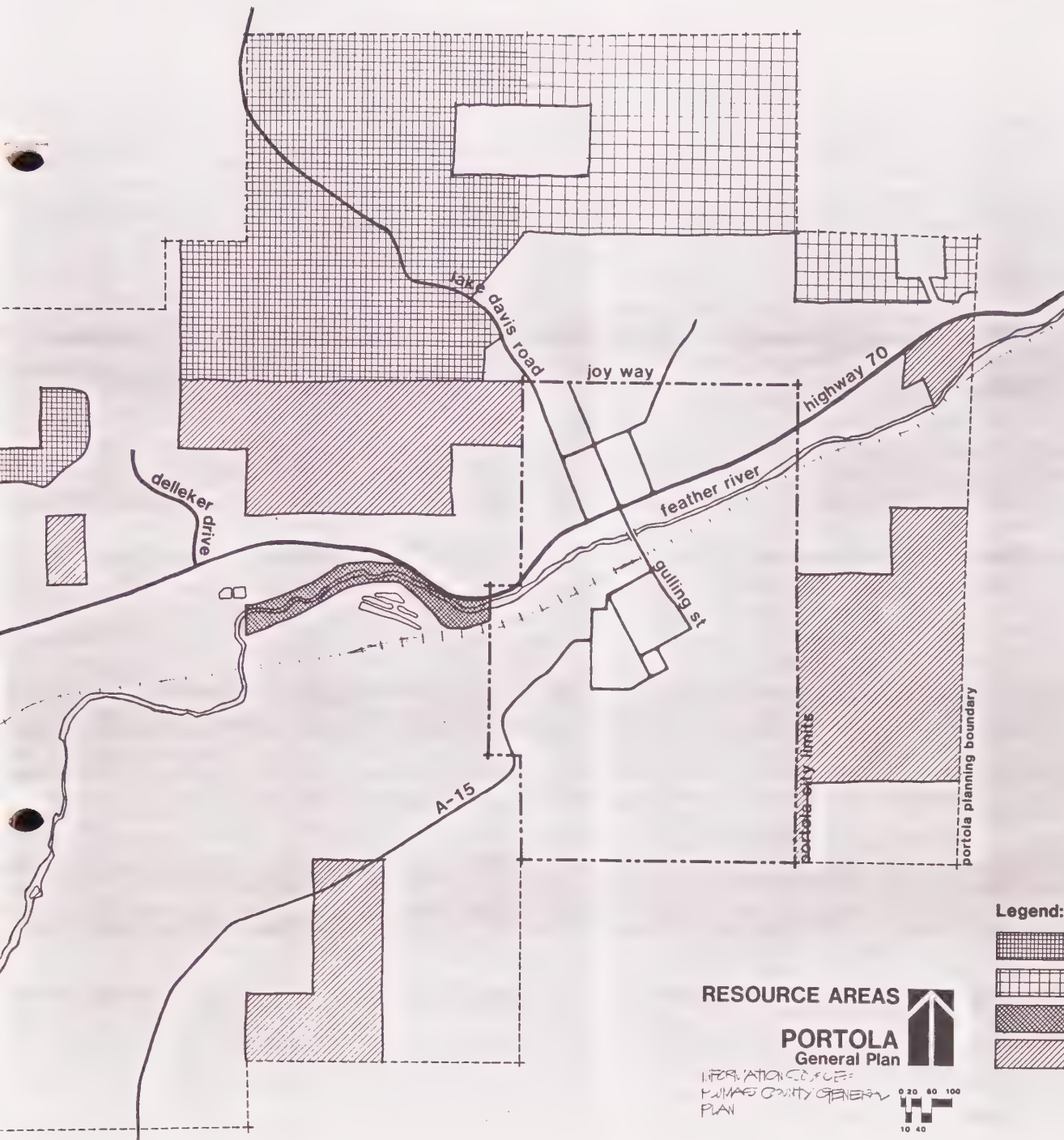
WETLANDS
SOURCE - US ARMY
OF ENGINEERS



SCENIC AREAS



WILDLIFE HABITAT
- RATION 2



RESOURCE AREAS

PORTOLA General Plan

INTEGRATION OF
KUMAS COUNTY GENERAL
PLAN



Legend:



IMPORTANT AGRICULTURAL
AREAS
AGRICULTURAL PRESERVE
POTENTIAL RESOURCE
PRODUCTION AREAS
TIMBER

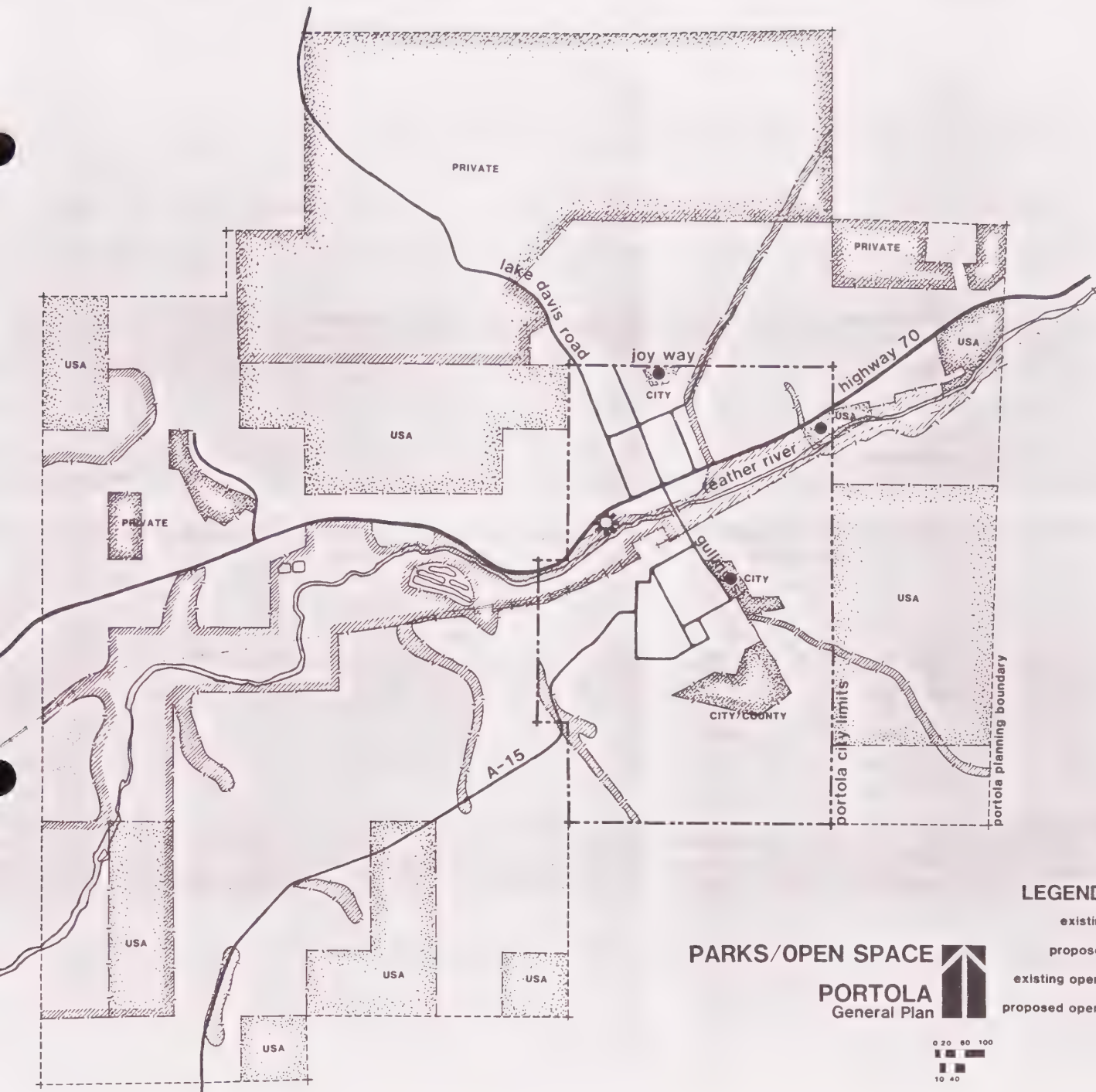
OPEN SPACE

Open spaces can include land set aside for the preservation of natural resources, the managed production of resources, outdoor recreation, or for public health and safety (as in flood plain or seismic areas). A conservation/open space element is particularly important to a city since Williamson Act payments can be denied if a city fails to adopt an open space plan and the city may not acquire or dispose of land if it is inconsistent with its open space plan. Finally, building permits and subdivision maps must be consistent with the open space plan.

The Portola area currently has an abundance of open space provided by the Plumas National Forest surrounding it. Additional planned open spaces are thus provided to satisfy needs for hazard protection, developed recreation sites, areas necessary to enhance and protect the recreational economy, and any particularly environmentally sensitive areas or areas with scarce natural resources. The open space plan, goals, and policies reflect these concerns. Open space areas mapped include the River Recreation Zone, Forest Service lands, flood plain areas, and timber and agricultural preserves.

Impact

The Conservation/Open Space/Recreation Element policies and programs are designed to guide inappropriate development away from sensitive or hazardous areas. Much of the area designated as open space (notably drainage ways and the river area) was previously designated for housing or industrial development. Thus the net environmental effect should be positive.



PARKS/OPEN SPACE

PORTOLA
General Plan



LEGEND:

- existing park
- proposed park
- existing open space
- proposed open space



Conservation/Open Space/Recreation

State Guidelines

The state requires both a conservation element and an open space element to general plans. Together they should:

- Promote protection of natural resources with special emphasis on scarce resources.
- Prevent the wasteful exploitation, destruction, and neglect of the state's natural resources.
- Recognize that natural resources must be maintained for their ecological value, as well as for their direct benefits to people.
- Create an open space plan with active implementation programs.

A recreation element is not required by the state but fits in well with Portola's conservation and open space needs.

Background

The previous General Plan's Open Space and Conservation Element discussed Portola's recreation needs identifying skiing, fishing, tennis, and shuffle board as possible areas of enhancement. Specific park developments suggested included Baldwin Park (at Joy Road), a fishing area, an ice skating area south of City Hall, development of other city owned property, and upgrading of the old city ski area. Conservation issues discussed included fish habitat, fir stands, and gravel resources.

The updated Conservation/Open Space/Recreation Element places a River Recreation Zone and planning within it as Portola's number one recreation/open space priority. An open space plan has been developed. Recreation standards are described.

RIVER AREA

The Feather River is the most significant natural feature in the Portola Planning Area. A number of natural phenomena and constraints make it a sensitive area worthy of special consideration. In addition, it represents a potential economic boon to Portola with the recreation dollars it could attract. Finally, a number of agencies have some degree of jurisdiction over the river area which creates planning problems and opportunities.

Natural Features

The Feather River is a nationally designated Wild and Scenic River. Its natural quality made it eligible for that designation. Within the Portola planning area, the river is not completely pristine -- it has been dammed in the past and is highly accessible due to the highway which runs parallel to the river and the rail line which is located in the river channel. But it is still bordered by a number of natural wetlands, has high water quality, provides fish and wildlife habitat, and is of great scenic value. The river in the Portola area provides habitat for river otter and fish. It is within a deer migration zone and a raptor and waterfowl wintering area lies to the east of the planning area.

Most of the river area is made up of a riparian deciduous habitat type with black cottonwood, willow, and alder as the dominant vegetation. The Forest Service classifies the river as ranging from minor significance to highly significant as wildlife habitat and generally with great potential for summer recreation.

The wetlands within the river area are of prime concern as a natural resource to be conserved. The wetland area has been delineated by the Army Corps of Engineers through a visual survey. The wetland area may be greater than that delineated as a result. Wetlands (as well as streams and creeks) provide positive contributions to the health and well being of a community. They provide an important groundwater recharge area.

In wetlands aquatic plants change inorganic nutrients into organic material, storing it in their leaves or in the peat, which is composed of their remains. The stems, leaves and roots of these plants also slow the flow of water through a wetland, allowing silt to settle out, as well as catching some of it. Thus, the removal of wetlands causes faster runoff of dirtier water.

Wetlands also act to retain water during dry periods and hold it back during floods, thus, keeping the water table high and relatively stable. One acre of marsh is capable of absorbing and holding 30,000 gallons of water. This can help protect the community against flooding and drought.

Finally, wetlands provide essential breeding, nesting, resting, and feeding grounds as well as predator - escape cover for many forms of fish and wildlife. The presence of water is also attractive to many upland birds and animals. Since it is here that the food webs of land and water are most intimately connected, wetlands are important for

supporting a wide variety of plants and animals. These factors have the social value of providing general environmental health; creating recreational, research, and education sites; maintaining the economic functions of trapping and fishing; and adding to the aesthetics of the community.

Wetlands management is difficult mainly because very few land uses that are compatible with wetlands protection provide an economic return to the land owner - an individual cannot sell his marsh filtering function on the market, nor can he price his groundwater protection system and sell it to others. This general plan, however, recognizes the value of the wetlands to the community both as a natural asset and as an economic asset tied to the overall benefits of the river in its natural state to the tourism sector of Portola's economy. There are two main methods of conserving wetlands: through acquisition or regulation. A combination of both methods is suggested in the implementation section of this element.

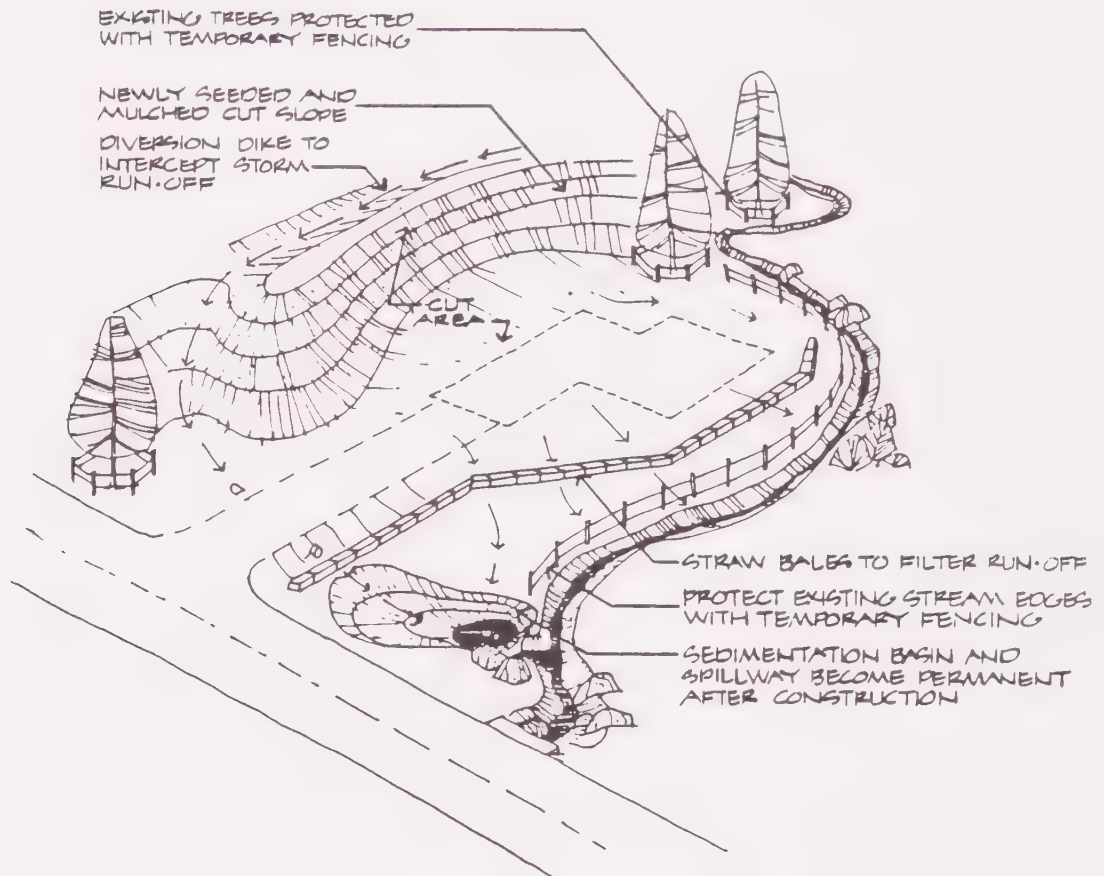
In wetlands management, watersheds that feed into the wetland must also be considered. Lands adjacent to the wetlands as well as streams and ditches that drain into them must be regulated with concern for the impact of their development on the wetland. In the watershed, two key natural processes are directly related to the health of the wetland. These are the processes of runoff and erosion. Under natural watershed conditions, the wetland is generally able to control and maintain its important functions. However, as the watershed becomes progressively more developed, the capacity of the wetland to deal with erosion and runoff is overwhelmed. To maintain the wetland, the processes of runoff and erosion must be controlled through the watershed. With no control, conservation of the actual wetland area would make little difference.

Development that might affect the river's water quality and the wetlands should be reviewed for actual impact and ways to mitigate it. Use of best management practices should be required where appropriate. Guidelines for reduction of impact from surrounding uses follow.

- Drainage corridors should be retained in their natural state to reduce silt runoff into the wetlands and river.



- Retention basins should be constructed in areas draining into the river. Caltrans should be requested to construct retention basins to settle out urban pollutants from the highway.
- In areas to be graded for construction, best management practices should be used to decrease construction and long-term runoff.



Coordination with other Agencies

The river area is under the jurisdiction of two other agencies besides the city -- the U.S. Forest Service and the Army Corps of Engineers. The Corps has jurisdiction over all wetlands, land to the high water mark, and the river itself. Proposed developments that would necessitate the introduction of landfill or removal of earth in Corps jurisdiction area require their permit which includes a Forest Service recommendation.

The Forest Service has jurisdiction over the area in its capacity as a landholder along the river (see map) and because of the Wild and Scenic River designation. As a result, the Forest Service has created plans for the entire river as required in the Wild and Scenic Rivers

Act. The river in the Portola area is a designated recreation zone which is described in the Act as:

"those rivers or sections of rivers that are readily accessible by road or railroad, that may have some development along their shoreline, and that may have undergone some impoundment or diversion in the past."

The Forest Service's plan is formulated around this recreational designation. It also recognizes problems it will face implementing the plan due to overlapping governmental jurisdictions. The main problems noted in the plan arise from the City of Portola's past planning. The plan lists commercial and industrial zoning along the river and the city's sewage treatment ponds as points of conflict with their plan.

Recreation Possibilities

The Forest Service, in its detailed studies of the Feather River predicts an increase of transient recreationists in the area due to:

- Expected increase in destination resorts,
- Rapid population increase in the Reno area,
- Increased demand for water-oriented recreation opportunities,
- Increased leisure time, and
- Expected increase in public knowledge concerning the Wild and Scenic River Act.

The Forest Service plan helps quantify the actual economic value of the river by identifying each of the river's recreation uses, current visitor days for each use, and the potential for future use: walking for pleasure, sightseeing, picnicking, bike riding, and fishing are listed as activities with the greatest future potential.

River Recreation for Portola

In order to entice current and future recreational visitors to stop in Portola, the city must protect the river's natural environment, create new recreational uses, and better integrate the river into the form of the city. Currently, the city has its back turned to the river. It divides the city, rather than adds to it. Commercial Street is oriented away from the river. Views to the river are blocked from the highway. Potential for view destruction exists all along the highway and particularly in the river channel which is currently zoned commercial and industrial.

Views at the entranceway to the city coming from the west and east need to be protected and enhanced. Murals on west facing buildings downtown could serve as attractions to highway travelers. Also, the new park planned next to Veteran's Hall will be an important first impression of the city which must be remembered in its planning. It is a highly visible park and could attract picnickers and sightseers. Active recreation uses such as playground equipment or a winter ice rink are also possibilities for the park. The city should work with the American Legion by offering any city services available in planning of the park. A number of methods are available to the city to protect river views and recreational value. Possibilities include:

- Land exchanges,
- Outright acquisition of land,

- The encouragement of the donation of land,
- Purchase of scenic easements,
- Adoption of development standards for view protection, or
- Zoning for uses that would not conflict with scenic views and the natural sensitivity of the river.

A combination of the last two possibilities (zoning and development standards) is probably the most practical protection method though it is possible that the city, in conjunction with the Forest Service, could entice private landholders to donate land for park use if an active tax benefit explanation program were pursued. Tax benefits for outright land donations or bargain, below-market-rate sales are great. The city should make this information available to private landholders.

The city could also actively promote land exchanges between private riverside landholders and the Forest Service. In order to decrease the risk to the landholder, development rights on the substituted property could be contracted. Most of the Forest Service land currently available for exchange is in unincorporated areas. The city would need to work closely with the county for such agreements to be possible or annex exchangeable land contiguous to the city. (See map for exchangeable land.)

FOREST SERVICE OBJECTIVES AND PRIORITIES

(Portola Unit)

- a. Protect the remaining scenic values inherent in this unit by maintaining and enhancing the existing vegetation cover, landscape and free-flowing qualities of the river. Existing well maintained improvements may be continued under scenic easements.
 - b. Provide trails for public access on both sides of the river where feasible.
 - c. Develop road access, parking, and recreation facilities at main access points.
-

Construction of proposed recreation sites and facilities for all of the Recreation Zone has been prioritized by the Forest Service according to frequency of visitor use. Portola Park is the priority development site. The city should participate actively in its planning.

RECREATIONAL USES OF THE FEATHER RIVER

(Portola Unit)

USE	VISITOR DAYS/ YEAR	POTENTIAL	PROBLEM/NEED
Fishing	6500	Good	Continued fish stocking
Walking for Pleasure	400	* Great	Lack of access trails
Swimming	1600	Moderate	
Sightseeing	N.Q.	* Greatest Potential	
Floating	200	Poor	
Picnicking	N.Q.	* Excellent	Lack of access picnic facilities
Horseback Riding	N.Q. (Minor Use)	Good	Lack of trails, private stables
Hunting	400	Good	Plans needed for conflict with other users
Off Road Vehicles	200	Poor	Forest Service restrictions
Snowmobiles	N.Q. (Minor Use)	Poor	Lack of snow
Camping	N.Q.	Good	Lack of facilities
Bike Riding	Minor Use Currently	* Excellent	Lack of trails

N.Q. = Not quantified

SOURCE: USFS

With the enhancement of these potential uses as goals, the Forest Service has developed a recreation plan that calls for picnic site developments near Delleker and Humbug Creek, redevelopment of Portola Park, a trail system along the river, a bike trail in the Portola area, creation of access points, and a Lake Davis summer water release agreement.

Scenic easements are a comparatively inexpensive way to protect views. If funds became available, the city could purchase scenic easements from key properties. The purchase of a scenic easement allows a property owner to develop his property but only within the constraints agreed to in a contract with the city. For his loss of less limited development rights, he is paid an agreed upon amount of money. Present landowners can also place covenants on their property so that future owners cannot destroy the scenic value of the land.

The least costly and easiest method of protecting the views and environment of the river and creating an economic and recreational asset to the city is through zoning and development standards. Flood prone areas and particularly environmentally sensitive areas should be included in a Recreation Zone. Developable areas should be zoned with attention given to visual aspects and environmental impact to the river and subject to design review. Appropriate uses could include housing, recreational-commercial, or commercial with development standards related to view obstruction and design. A scenic overlay district is included in the Land Use Plan for this purpose.

Another way to help integrate the river into the city's form would be to orient new construction along the river towards it. New development on the south side of Highway 70 on the east and west ends of town could take advantage of views towards the river. New development east of Gulling on the south side of the river could be oriented towards the river. Residential development in this area would be particularly well suited. Views from the residential area across the river would thus be protected and new, high quality housing would enhance the residential neighborhood currently existing in that sector. In order to adequately retain views, large lot zoning or higher density housing with scenic easements attached could be used.

Conflicts exist between the Forest Service plans for the area and the city's current plans. A jointly supported plan for the river area would have great potential for success and provide a good sound basis for funding requests. Specific plans that could be coordinated with Forest Service plans include coordination of access points, hiking trails, bikepaths, road improvements, land exchanges, and zoning. At the minimum, recreation plans for the river area should be coordinated with Forest Service plans. Plans for access points at Delleker, Humbug Creek, and Portola Park should be adopted. Plans for hiking trails in the high water area and a bike trail from the city to Portola Park continuing along Old Highway 40 should be adopted and plans for the Forest Services renovation of Portola Park should be supported. These recreation areas need to be well announced on Highway 70 so that visitors are aware of them. In addition, the city should request a scenic road designation for Old Highway 40. It is a particularly scenic route and its designation and signage would attract sightseers.

Railroad Operations

The railroad is an obvious visual part of the river area. From the highway, views across the river include the rail lines in the background. When a train is passing through, it is a pleasant site.

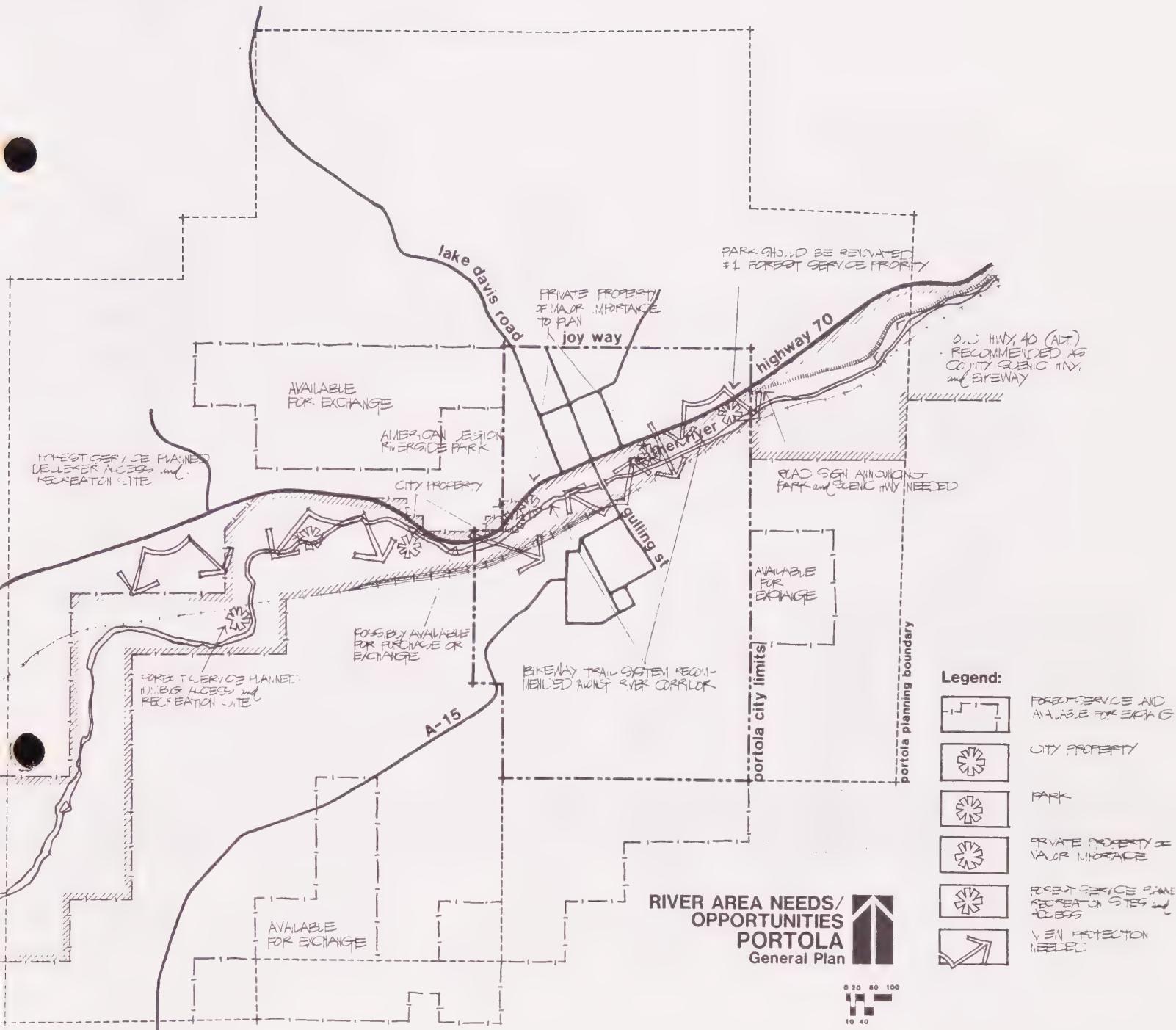
The rail yards near downtown, however, do not add to the scenery. They are fairly well obscured from the highway. This screening should not be altered. In addition, the railroad should be requested to plant trees to obscure view of the yards from southbound travellers crossing the Gulling bridge. The city should continue to work with the railroad to ensure that its operations do not detract from the scenic and recreational value of the river area.

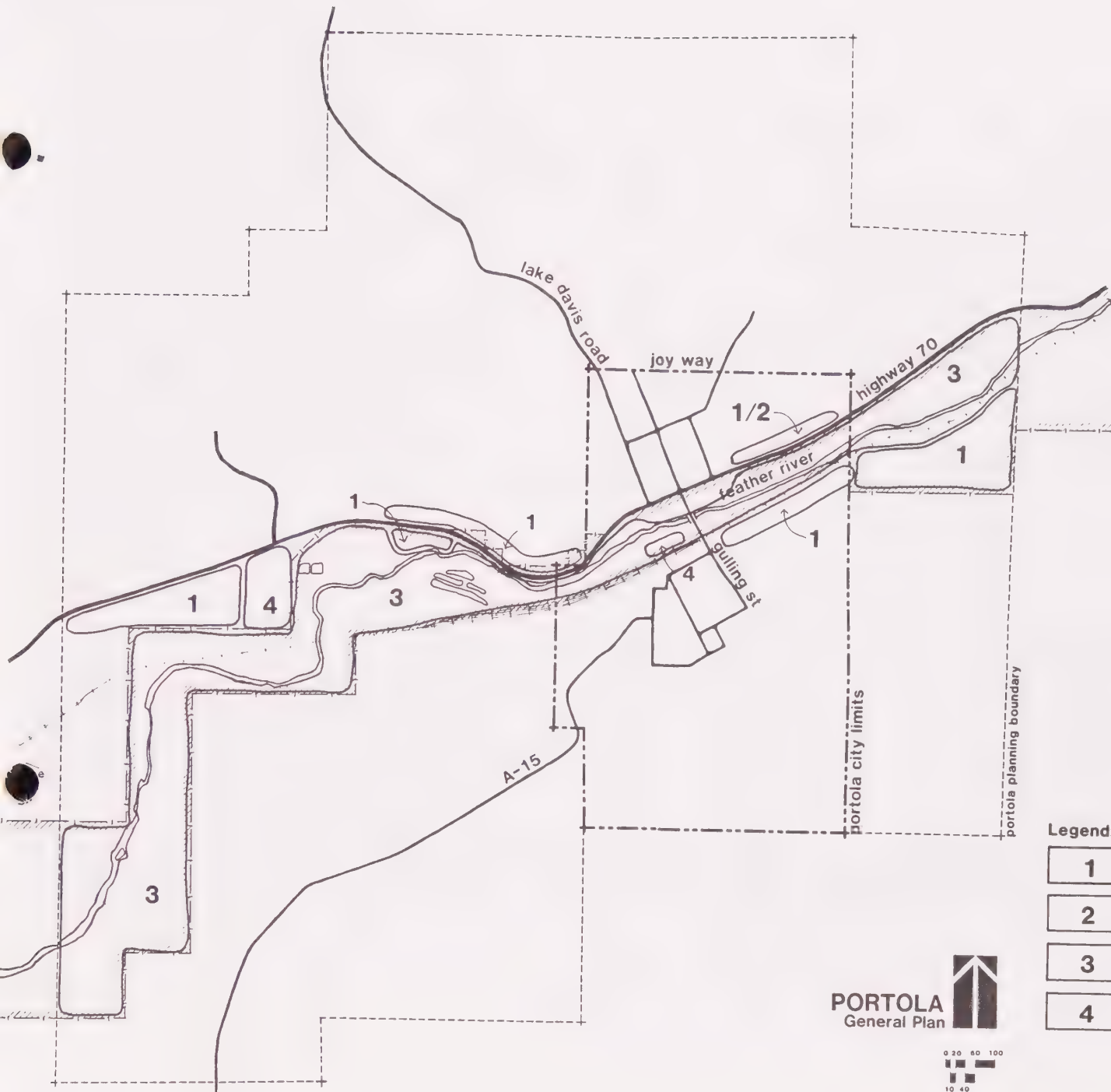
River Related Hazards

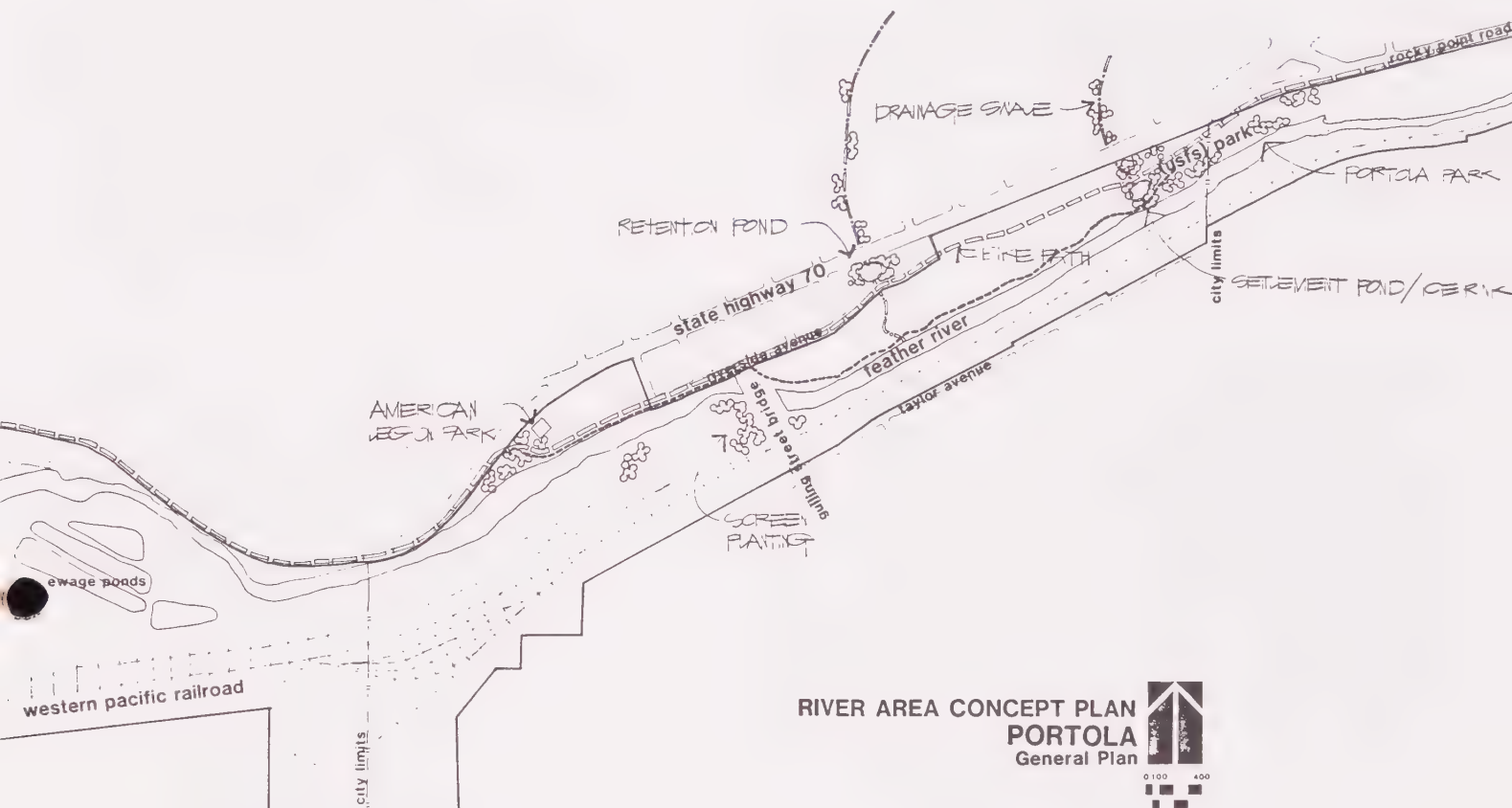
Besides providing fish and wildlife habitat and recreational amenities, the river also creates serious constraints to development mainly due to flood hazard. The river area is enrolled in the National Flood Insurance Program and flood hazard areas have been outlined as part of the program. In order to receive low rate National Flood Insurance, the following guidelines must be adhered to by the governmental agency:

1. Allowable development must be outside of the flood plain or designed to be safe from flood hazard.
2. Land use plans must be consistent with the need to minimize flood damage.
3. Sewage systems that minimize infiltration into flood waters must be encouraged.

Development other than recreational should not be allowed in flood plain areas unless design requirements are met due to potential hazard to human life and costly damage to structures. The city must adopt flood plain management regulations in order to continue its participation in the Flood Insurance Program. This subject is discussed in more depth in the Public Safety Element.

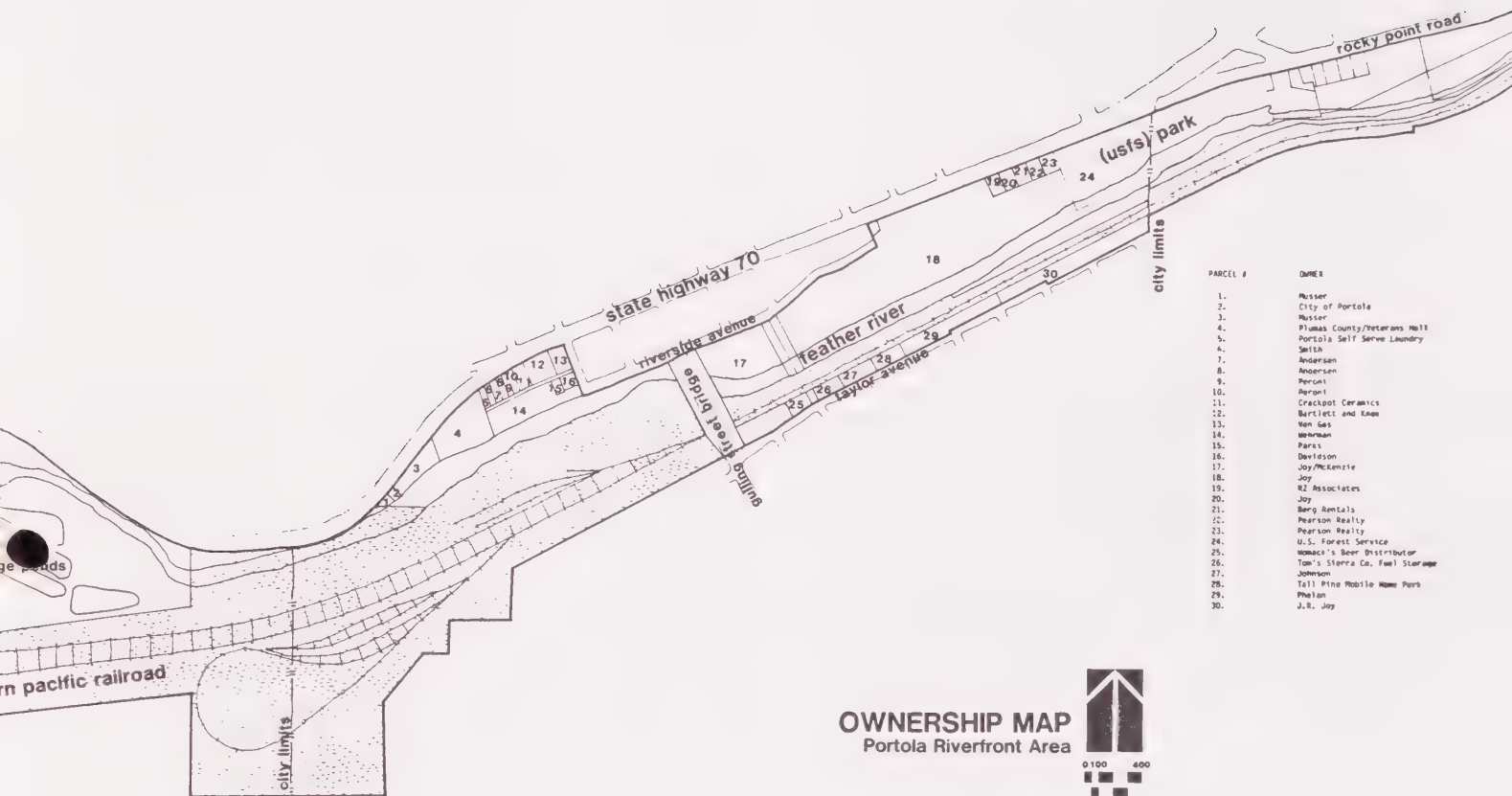






RIVER AREA CONCEPT PLAN
PORTOLA
General Plan





PARCEL #	OWNER
1.	Musser
2.	City of Portola
3.	Musser
4.	Plumas County/Veterans Hall
5.	Portola Self Serve Laundry
6.	Smith
7.	Anderson
8.	Anderson
9.	Perroni
10.	Perroni
11.	Crackpot Ceramics
12.	Bartlett and Knox
13.	Van Gas
14.	Worham
15.	Parks
16.	Davidson
17.	Joy/McKenzie
18.	Joy
19.	R2 Associates
20.	Joy
21.	Berg Rentals
22.	Pearson Realty
23.	Pearson Realty
24.	U.S. Forest Service
25.	Womack's Beer Distributor
26.	Tom's Sierra Co. Fuel Storage
27.	Johnson
28.	Tall Pine Mobile Home Park
29.	Phelan
30.	J.R. Joy

OWNERSHIP MAP Portola Riverfront Area



OTHER RECREATIONAL NEEDS

- Baldwin Park** The type of development that should occur on this site has long been a controversy. The land was deeded to the city to be used as a park. Residents in the area have voiced concerns over plans for a highly developed city park particularly the possibility of a lighted ball park. Lack of funds has kept the controversy from being resolved.
- It is clear that the northern part of town needs a community gathering spot. Baldwin Park is the obvious location. In order to satisfy residents' concerns and yet develop a useable park within the constraints of a limited city recreation budget, a park incorporating the natural terrain and vegetation of the site with very little formal development is appropriate. Development should include at the minimum, an unlit ballfield, some low cost playground equipment such as a horseshoe area and children's climbing equipment made of natural materials, perhaps a par course for joggers, a simple covered meeting area for summer use, and scattered picnic tables. This sort of park could be constructed fairly inexpensively and with volunteer labor from clubs and service groups.
- It is also possible that this land could be zoned for development and exchanged for riverfront property which would not result in any net loss parkland and would help realize plans for the River Zone.
- American Legion Park** As previously noted, the American Legion park site provides an important first impression of Portola to east bound travelers. The site is small but is an easily accessible, visible, and scenic location. Parking is available at the Veterans' Hall. The city should work with the American Legion in plans for this park.
- Ice Skating Rink** During citizen's meetings at which recreation needs were discussed, many residents reminisced about the old ice skating area that was created in the river bed by the old ice cutting operation. The redamming of that site would be expensive and create environmental problems. But elsewhere in the river area, a rink could be recreated at little cost to the city. An area could be bermed to create a shallow reservoir. At winter's onset the area could be flooded with city water. The ice would turn to slush many days but refreeze at night, as did the old rink. The rink could be constructed by volunteers. It would meet city goals of providing all season recreation and preserving views of the river and additionally provide winter activity for Portola youths which was an important issue raised by General Plan citizen's meetings (particularly by high school students). Another possible site for an ice skating rink is the American Legion Park.
- Need for Organized Youth Recreation** Young Portolans suffer from lack of organized recreation opportunities. The nearest theatre is in Quincy and school athletic events provide only one facet of a balanced recreational system. The city needs to actively seek individuals who wish to develop recreation related businesses geared to tourists and local residents. Their location would be appropriate in the commercial-recreation zone or downtown. Uses sought could include a theatre, playhouse, game

parlor, bowling alley, pool parlor, and roller skating rink. All would contribute to Portola's tax base and the solution of Portola's lack of recreational opportunities.

Lake Davis

Lake Davis does not lie in Portola's planning boundaries, yet it must be considered in any long range planning by the city. It provides the city's water supply and its recreational uses could be of great economic benefit to Portola as the closest town able to cater to visitor's needs. The city needs to attract these recreational visitors into town with services essential to the traveller as well as added recreation. In addition, the city should support further recreational development at Lake Davis consistent with Forest Service plans and the need for high water quality. Finally, the city should advocate the year round minimum water release of .56 m³/s from Lake Davis to insure quality fish habitat in the Feather River and Grizzly Creek as recommended in the Department of Water Resources 1982 study. (Reduction is currently allowed to .23 m³/s.)

Recreation to Attract Visitors

If the city is to capture the potential economic benefits of recreational visitors passing through Portola it must work not only to enhance its main recreational assets - the Feather River and Lake Davis, it must also put Portola on the "recreational map" by promoting the location of recreation related businesses in Portola and creating events that will draw visitors to town especially during off months. The commercial recreation zone is an attempt to promote such uses. The main visitor service need is overnight facilities such as motels and bed and breakfast inns. Other possible uses for the commercial recreation zone follow.

Recreational/Visitor Services Possibilities for Portola Commercial/Recreation Zone

Motels	Bed and Breakfast Inn
Theater	Mobile Home Overnight Park
Playhouse	Flea Market Lot
Game Parlor	Motels
Bed and Breakfast Inn	RV Sanitary Dump Site
Bowling Alley	Sanitary Station
Pool Parlor	Roller Skating Rink
Ice Skating Rink	Frisbee Golf Course
Designated Motorbike Area	Jogging/Exercise Course

Recreational events should be sponsored to create an interest in Portola. They should be geared to the river and the downtown area. Four annual events are usually necessary in a downtown area. In addition, since the main tourist season is summer a more intensive schedule of weekend events should be planned. Yearly events suggested at General Plan meetings included a Railroad Days at the end of the summer, a Christmas tree cutting festival during the winter, an art festival in the spring, and a River Days during the summer. Railroad Days is currently being planned by the Chamber of Commerce. The Christmas tree festival would be an attempt to attract visitors during the off season. For a few consecutive weekends, the Forest Service

could be asked to sell cutting permits downtown. Since the Forest Service would eventually like to get out of the Christmas tree permit business by encouraging private lots, the city should begin working on the creation of private lots near Portola and possibly a city lot to capitalize on this asset. Booths with refreshments and Christmas crafts could be erected and downtown could be dressed up for Christmas. River Days in the summer could be the climax of weekend activities that could include handcar races, foot races, river races, and musical events in the park by the river.

All of these events would have to be coordinated between the various groups in town and the city. Additional assistance could come from the California Department of Tourism and the Union Pacific Railroad Public Relations Department. In addition, the city could work on coordinating tourism promotion with neighboring cities such as Loyalton to create an awareness of the assets of the entire eastern Plumas County area.

Yearly Events Possible

Railroad Days
River Days
Spring Festival
Christmas Tree Cutting Festival

Summer Weekend Events Possible

Weekly flea market on highway or specified area
Jogging races
River races
Craft fair, rummage fair - downtown
Musical event
Handcar races

Recreation Standards

In order to properly plan for future recreation needs, the city needs to adhere to accepted recreation standards. These standards have been adapted for Portola from the National Parks Association published standards. Portola is unique in the abundance of federally owned lands surrounding it and the proximity to Lake Davis, the Feather River, and other wilderness recreation. The standards outlined here take this fact into consideration. However, certain recreational needs cannot be satisfied by wilderness recreation areas. Young children need playlots within walking distance of their home with play equipment geared to their age group. These "playlots" are often best provided by developers of new housing projects and in conjunction with existing community centers or facilities so that they are a part of a recognized area and seem safe and "watched". Playlots are usually very small, 2500 square feet to 1 acre. Neighborhood parks are larger, serve more people and an entire range of age groups. Portola currently has one neighborhood park which according to normally acceptable standards for population served would be adequate. However, the geographic size of Portola and the barrier of the river creates a need for a neighborhood park on the north side of town. Community parks

are even larger and usually include facilities such as a community center or meeting rooms. Portola has a number of community meeting facilities: City Hall, the Justice Court, the VFW Hall, Civic Club, and numerous churches that fulfill this need at present. Regional parks are usually 250 acres or larger. Lake Davis and federally owned lands fulfill this need. Finally, recreation standards should include acreage for the preservation of special assets. In Portola these assets include the river area, scenic corridors and views such as the area behind the high school and along Old Highway 40, historic homes and other structures such as railroad buildings and downtown Portola, and sites for special cultural needs which could include a railroad museum site and an outdoor playhouse/musical event stage.

RECREATION FACILITIES REQUIREMENTS				
	<u>Current #</u> <u>Acceptable</u>	<u>Need Seen</u>	<u>Minimum</u> <u>Needed</u>	<u>Standard/1,000 People</u>
Softball Diamond	Yes		1	1/3,000
Tennis Court	Yes		1	1/2,000
Basketball Court		No	1	1/500
Swimming Pool - 25 yard	if repaired		1	1/10,000
Skating Rink		Yes	1	1/30,000
Neighborhood Center		No	2	1/10,000
Community Center		No	1	1/25,000
Outdoor Theatre		Yes	1	1/2,000
Shooting Range		No	0	1/50,000
Golf Course		Yes	1 3 par course	no standard for 3 par

RECOMMENDED PARK ACREAGE STANDARDS					
<u>Classification</u>	<u>Acres/</u> <u>1000 People</u>	<u>Size</u> <u>Range</u>	<u>Population</u> <u>Served</u>	<u>Service</u> <u>Area</u>	<u>Current Need</u> <u>Seen?</u>
Playlots	1	2500 sq' - 1 ac.	500-2500	Sub-neighborhood	Yes - in new developments and 2 in older sections
Neighborhood Parks	2.5	5 - 20 ac.	2000-10,000	1/4 - 1/2 mile	Yes - 1
Community Parks	2.5	20 - 100 ac.	10,000-50,000	1/2 - 3 miles	No - not applicable currently
Regional Parks	20	250 + ac.	entire population		No - Federal lands meet this need
Special Areas	N/A	Would include river area, scenic view sites, historic sites, flood plains, downtown mall. No standard is applicable - depends on special sites available and in need of protection.			Yes - River Recreation Zone

Special facilities that should be planned for Portola that have no set standards but that would be particularly suited to Portola due to its special assets and the need to attract recreational dollars include:

SPECIAL FACILITIES NEEDED IN PORTOLA

Railroad Museum
Picnic Areas
River Trails
Bike Path (River Area to Old Highway 40)
Nature Center (at Forest Service Portola Park)
Natural Ice Rink
Scenic Overlooks (along Highway 70)
Scenic Roads and Highway Designations
RV Overnight Park
Dirt Bike Area

CONSERVATION

Fish and Wildlife

The main wildlife habitat of special conservation interest in the Portola planning area is the riverine and riparian habitat located in the River Zone. Though no rare or endangered species have been sighted in the specific area, bald eagles are known to exist in the region. A number of sensitive species and species of special interest in the Plumas National Forest do exist in the area. A river otter habitat also lies within the planning area on the west side of town. (See map) The continued water quality of the river is crucial to the fish habitat which is an important part of the recreational economy in the area. The entire planning area is located within the Sloat deer herd migration area. A State Wildlife Refuge is located in the northern section of the planning area.

Wildlife Sighted in Portola (Source - U.S. Forest Service)

Western Grebe
(Plumas Special Interest)
Great Blue Heron
(Plumas Special Interest)
Black Crowned Night Heron
Whistling Swan
Bald Eagle
Canadian Geese
Mallard
Pintail
Cinnamon Teal
Redhead Duck
Ring Necked Duck
Common Goldeneye
Common Mergansers
Turkey Vulture
Goshawk (Sensitive)
Red-Tailed Hawk
Rough-Legged Hawk
Ferruginous Hawk
Golden Eagle (Sensitive)
Osprey (Sensitive)
Prairie Falcon (Sensitive)
California Quail
Turkey
Sandhill Crane
Killdeer
Common Snipe
Spotted Sandpiper
Barn Owl
Great Horned Owl
Saw Whet Owl
Muskrat

Brush Rabbit
Belding Ground Squirrel
Beaver
Coyote
Mink
Striped Skunk
Mountain Lion
Mule Deer

Western Toad
Bullfrog

Brown Trout
Rainbow Trout
Western Sucker
Golden Shiner
Carp
Brown Bullhead
Largemouth Bass
Green Sunfish
Bluegill
Poor Whil
Belted Kingfisher
Common Flicker
Western Kingbird
Horned Lark
Violet-Green Swallow
Black-Billed Magpie
Clark's Nutcracker
(Plumas Special Interest)
Western Bluebird
Red-Winged Blackbird
Brewer's Blackbird

Soils

Soils in the area are thin and poorly developed except in flat areas and meadows. Based on USFS data, the flat and gentle slopes are subject to low or moderate erosion while the few steep areas are subject to severe erosion. Possible slump or slide areas exist in the northeast section of the planning area. (See map.) More detail on soils can be found in the Seismic Element.

Mineral Resources

Known mineral resources in the Portola area are few. A gravel pit exists in the riverbed near town. Potentially economically productive stream gravels also exist in the riverbed west of town. (See map) However, their extraction would conflict with Wild and Scenic River Plan goals. Concerns that should limit extraction in the near future include visual aesthetics; sediment production which could damage water quality, fish habitat, and plant life; and conservation of the resource for future regional and national needs. Decomposed granite at the dump is present and for sale but has not been utilized.

Archaeological Cultural and Historic Resources

The region was once used by the Northeastern Maidu as a hunting and gathering area on a seasonal basis. A county archaeological survey identified areas of potential archaeological sites as well as specifically surveyed sites of no archaeological value. Potentially valuable sites are mainly located near the river. Development or earth disruption plans in these areas should include detailed archaeological surveys. (See map)

Portola's history is rooted in the lumber and railroad industries. The area was opened up to timber production in the early 1900's when the Boca and Loyalton Railroad was extended to the site of present day Portola for this purpose. In 1905, Western Pacific Railroad bought the line so that it could ship supplies from the Southern Pacific Line and then across Band L for construction of their line to Salt Lake City. The logging camp of Portola became the headquarters for construction of this section of the rail line. Workers arrived and buildings began to be constructed. The settlement was referred to as Headquarters which in the next two years was changed to Mormon, Imola, and then Reposa. The post office rejected the name Reposa because it was too similar to another post office. Chief Engineer of the Western Pacific in San Francisco, V.G. Buogo, then suggested the name Portola which was his daughter's idea since she was Queen of the Portola Festival in San Francisco at the time. (Gaspar de Portola was the Spanish explorer who discovered San Francisco Bay and the first governor of California.)

The original townsite was laid out in 1909 by the Reno Mill and Lumber Company which set the gridiron street pattern the town follows today. The first "water system" was Mr. A. L. Davis' water barrel delivery service in 1908-1909. The regular water system was completed in 1910.

At one time, Portola was served by three different railroads -- the Western Pacific; the Boca and Loyalton; and the Nevada, California, and Oregon Railroads. The first passenger train passed through town in 1910. Until 1978, the famous Zephyr passenger train passed through Portola.

There are no nationally designated historic sites in Portola. But there are a number of historic sites that are significant within Portola and some that could be eligible for National Historic Register status. It is to Portola's benefit to protect these assets for future generations and for their current aesthetic and tourism attraction value.

Possible Historic Buildings, Sites, and Districts in Portola

Veteran's Hall
Railroad buildings, depot area
Original downtown district
First Street homes
Various homes and neighborhoods south of the river

Visual Resources

Visual resources, particularly views towards the river have been discussed elsewhere in this plan. Views that need to be conserved or enhanced include those towards the river from the highway and downtown and views towards timbered areas particularly behind the high school and on the bluff above the highway on the west edge of town. Scenic views along Old Highway 40, the Lake Davis Road, and A-15 must be preserved as well as the meadow areas: Crackerjack Meadow, Nameless Meadow, and Charles Valley. Scenic overlays are part of the Land Use Plan to protect such areas. Design standards in these areas must be developed to protect views.

Water Quality

Water quality is high in the Feather River passing through Portola. Erosion and chemical contamination as a result of future development near the river could threaten the water quality which would lessen the recreational value of the river, so important to Portola's future economic development. Already, problems exist related to the Portola and Delleker sewer ponds. In the future, alternatives to the ponds may have to be found. One possibility that should be looked at is land disposal as a way of reducing ponding area needed. In addition, cooperation between Portola and the Delleker Sewer District should be explored since Delleker's small tax base makes proper maintenance of their ponds difficult. Continued cooperation between the State Water Quality Control Board is also important. Cooperation with the county in river areas adjacent to city limits must be explored also particularly because the use of septic tanks near the river should be discouraged.

Other problems can also result from development near the river. Certain uses could result in harmful chemicals reaching the river. The city should work with the State Water Quality Control Board in making a list of banned chemicals in the river area and in developing plans for accidental contamination.

Erosion from development can also decrease water quality by increasing turbidity. The results can diminish fish habitat as well as visually destroy the river. Roads and structures built within the river area should be required to include erosion control during the construction phase and designed to minimize the amount of eroded material that will

eventually reach the river on the long term. Erosion control guidelines and methods for control of runoff were discussed previously in the wetlands section.

Development practices outside city limits are threatening the water quality of the river also. The practice of four by fouring parcels of land which creates a need for dirt roads that do not follow the topography of the land is a source of drainage and erosion problems. In addition, the use of septic tanks in these areas can contribute to nitrate loading of the river. The city discourages the use of four by fouring through use of a slope/density formula for lot formation in the Land Use Element. To combat the septic/nitrate problem, the Water Quality Control Board should be asked to monitor nitrate levels in wells and in the river.

Timber

Most of the timber in the Portola planning area is within Forest Service lands. Timber outside of these boundaries should be preserved for possible future economically feasible use by encouraging contiguous development. There is one private timber reserve receiving tax abatement within the planning boundary which should be designated as a timber preserve to meet state requirements. New development in timbered areas should be encouraged to retain mature trees for aesthetic reasons. Private Christmas tree lots should be encouraged for their economic value. Residents with commercial tree lots could request the city to zone their land as a timber preserve in order to qualify for tax abatement. (Timber quality would have to meet state standards.) The city should consider the planting of its own Christmas tree lot as a source of revenue.

Agriculture

One agricultural preserve under the Williamson Act is currently established within the planning boundaries. This area must be designated agricultural open space in order to continue to receive Williamson Act status. The preserve surrounds the city dump on the north, east, and west. There are no agricultural areas of critical statewide importance within the planning boundaries.

OPEN SPACE/CONSERVATION/RECREATION GOALS, POLICIES, PROGRAMS

Assumption	Destination resort developments will continue to be approved and constructed in Plumas County. The City of Portola could benefit economically from visitors passing through the city enroute to these resorts. The city offers its historic railroad, the Feather River, and character of the old downtown area as enticements to these visitors.
Recreation	
GOAL	TO ENHANCE THE RECREATION AMENITIES IN PORTOLA, PARTICULARLY THE RIVER AREA AND OLD DOWNTOWN.
	It is the policy of the city to:
	<ol style="list-style-type: none">1. Encourage orientation of riverfront development towards the river.2. Integrate the river into the form of the city.3. Protect and enhance views towards the river.4. Explore forms of recreation that would benefit residents and attract visitors.5. Work with the Forest Service in its riverfront acquisition attempts and future riverfront planning.6. Seek county, state, and federal funds to acquire riverfront lands.7. Encourage donation of private land to the city or Forest Service and Forest Service land exchanges for riverfront land.8. Provide access to all public recreation land.9. Encourage private recreation activities which are consistent with city goals and policies.10. Protect the riparian and riverine environments along the Feather River and the water quality of the river.11. Explore and promote recreational activities for each season of the year.12. Support the designation of Old Highway 40 as a County scenic highway.13. Work with the county and all other responsible agencies in river area planning within the entire planning boundary.

14. Create a Commercial/Recreation Zone along Highway 70 to promote the creation of visitor service businesses.
15. Encourage and provide support for the development of the American Legion park to enhance the river view and recreational needs of Portolans.
16. Actively seek private recreation developments geared towards young people's need.
17. Explore and support recreational possibilities around Lake Davis in coordination with the County and consistent with Forest Service planning studies.
18. Support minimum year round release of .56 m³/s from Lake Davis for protection of the Feather River.
19. Support the organization of a non-profit group to promote recreation in Portola and apply for available grants.

GOAL

TO RETAIN AS OPEN SPACE, ENVIRONMENTALLY SENSITIVE, SCENICALLY VALUABLE, AND ENVIRONMENTALLY HAZARDOUS AREAS.

It is the policy of the city to:

1. Retain as open space areas of high flood, fire, or erodability hazard.
2. Create a River Recreation Zone as described in the recreation section of this element.
3. Promote the use of Williamson Act and Timber Preserve designations to preserve agricultural and timber lands.

Open Space

Conservation

GOAL

THE PROTECTION AND MAINTENANCE OF PORTOLA'S NATURAL RESOURCES.

It is the policy of the city to:

1. Work closely with the Water Quality Control Board and County Health to devise a list of toxic chemicals with use criteria or prohibition indicated to provide all potential users near the river.
2. Require new projects with any of the mapped resources falling within the project boundary to submit a detailed initial environmental assessment addressing impacts to those resources.

3. Develop a resource management ordinance to accompany the zoning ordinance to include regulatory vehicles in the areas of slope and natural resource.
4. Develop a specific review process dealing with natural features discussed in this General Plan.
5. Develop a historic preservation ordinance to accompany the zoning ordinance.
6. Encourage development contiguous to currently developed areas.
7. Conserve the scenic value of entranceways to the city.
8. Discourage four by fouring of parcels which can result in disregard for topography in development and thus increase erosion and runoff.
9. Request that the Water Quality Control Board monitor nitrate level of wells and the river in areas where septic tanks are used.

Implementation

Phase 1

Target Date: August, 1983

River Recreation Zone

Commercial-Recreation Zone and Commercial River View Zone both with design and view obstruction standards.

volunteer efforts for park development labor force. Choose lead organizations for each project for possible joint grant applications with city. Explore possibility of using non-profit development corporation for River Recreation Zone development.

Phase 2

Target date: Initiation by December, 1983 and ongoing

Conduct city workshop on land protection and acquisition techniques.

Notify River View and River Recreation Zone landowners of tax benefits available for land donations and bargain sales in conjunction with the Forest Service.

Notify same landowners of scenic easement contract possibilities in conjunction with Forest Service.

Notify same landowners of city and Forest Service land available for exchange.

Contact Trust for Public Land for possible aid in negotiations. Determine funds needed for purchase (if any) after negotiations.

Work with Forest Service to develop planned hiking path and bike path along river and signage on highway. Request YCC trail work force.

Work with county and state on scenic highway designation of Old Highway 40 and adequate signage, speed limit, and turn outs.

Determine land acquisition budget.

Apply for land acquisition funds.

Apply for recreation development funds.

Phase 3

Target date: August, 1985

Develop toxic chemical use criteria.

Develop resource management ordinance and related review process.

Develop historic preservation ordinance.

FUNDING SOURCES/TECHNIQUES AVAILABLE

<u>Agency</u>	<u>Program/Activities Funded</u>	<u>Type</u>
<u>City</u>	Parkland Bond Issue Transient Tax Monies Assessment Bond for Benefits to Specific Geographic Area	
<u>State</u>		
State Parks	State Park Bond funds as available	Grant
	Federal Land and Water Conservation Fund	Grant
	Roberti/Z'berg Urban Open Space and Recreation Fund - funds for non urban areas are available and no matching funds are required if a great need is demonstrated	Grant
Housing & Community Development	CDBG (if related to economic development such as land acquisition for write down or lease for new business or for rehabilitation of historic structures)	Grant
State Lands Commission	Acquisition of wetlands through Land Bank Fund (AB 1418, 1982)	Purchase
Department of Motor Vehicles	Environmental License Plate Fund	Grant
	Off-Highway Motor Vehicle Grant Program	Grant
Wildlife Conservation Board	Grants for wildlife conservation related projects	Grant
Caltrans	To local agencies for fisheries and wildlife enhancement (sewer pond alternatives study?)	Grant
	Bike Lane Grants	Grant

	Federal Highway Beautification Act funds for rest stops and roadside recreation	Grant
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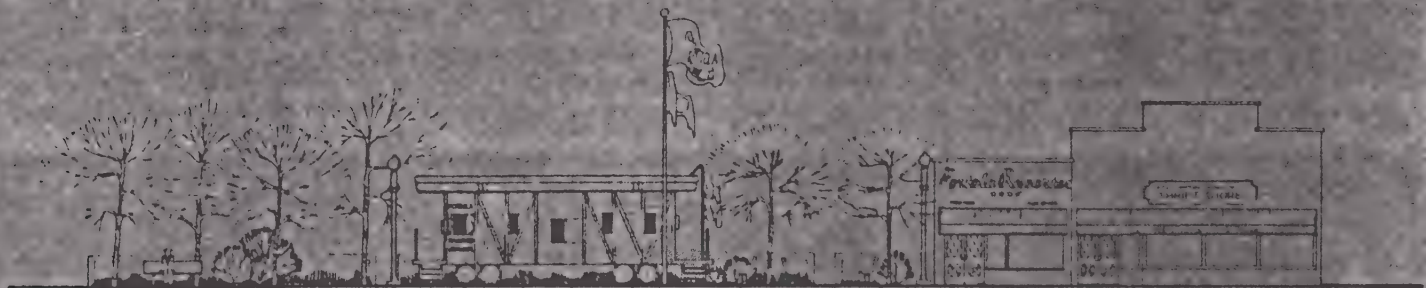
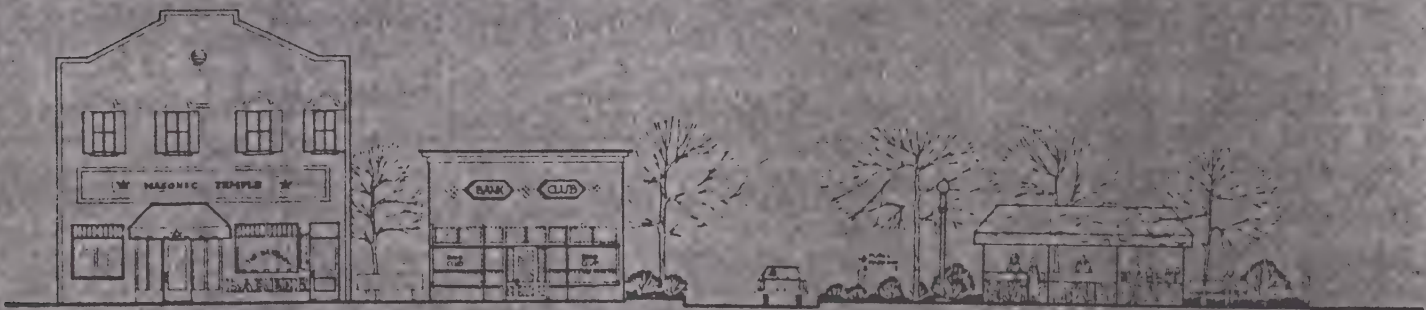
Federal

Farmer's Home Administration	Community facilities loan/grants	Loan/Grant
U.S. Department of Transportation	Bikeway Assistance	Grant
U.S. Forest Service	Youth Conservation Corps - labor for recreation projects	
	Land acquisition	
Office of Historic Preservation	Purchase or rehabilitation of historic structures	Grants
National Endowment for the Arts	Grants for development of design concepts to protect unique natural areas	Grant
Department of the Interior	Acquisition and development of projects of region-wide significance through Wildlife Conservation Act	Grant
	Public Domain Grants for historic monuments	Grant
Department of Labor	CETA labor for city programs	Grant
President's Council on Physical Fitness	Grants for Recreation Projects	Grant

Other

Individuals or Groups	Gifts Catalog - The city can develop a needed recreation items and their cost to solicit donations from firms, gifts, and individuals.
Individuals	Bargain sales or donation of land
Individuals	Land can be donated to city or non-profit group in will in lieu of inheritance taxes

Civic Groups	Donation of labor	
Local Businesses	Donation of labor, materials, promotion	
Trust for Public Land	Aid in negotiations of land purchases and actual purchase. Expertise in bargain sales and tax benefits to donors.	Grant or Fee Basis
Other Private Foundations	A number of private foundations offer grants for recreation. A listing is on file with the city and State Parks keeps an updated list.	



HOUSING

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Housing Element

The State of California requires that each city's General Plan include a housing element. The Portola Housing Element is guided by state housing objectives.

State Housing Objectives

1. Provision of decent housing for all persons regardless of age, race, sex, marital status, source of income, or other arbitrary factors.
2. Provision of adequate housing by location, type, price, and tenure.
3. Development of a balanced residential environment including access to jobs, community facilities, services.

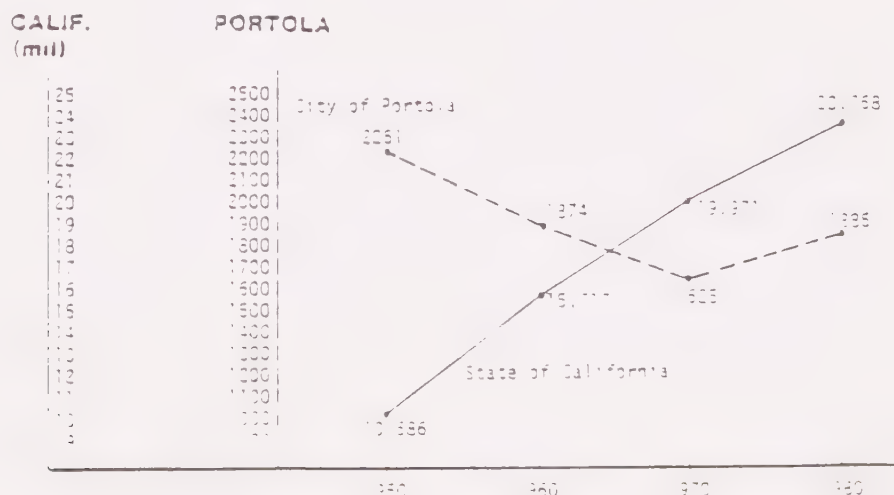
Background

The 1975 Housing Element identified a number of housing issues including a low supply of small homes for the elderly and single or small households, a large number of substandard homes, and a short supply of rental units. Construction costs, high interest rates, and lack of job opportunities were cited as constraints. The city adopted the policy of upgrading its available housing stock and improving municipal services.

The updated Housing Element takes another look at the issues in the 1975 element, and studies them in depth. The issues were identified through public meetings. Through the same process, policies were developed. In addition, implementation measures have been suggested in the updated element.

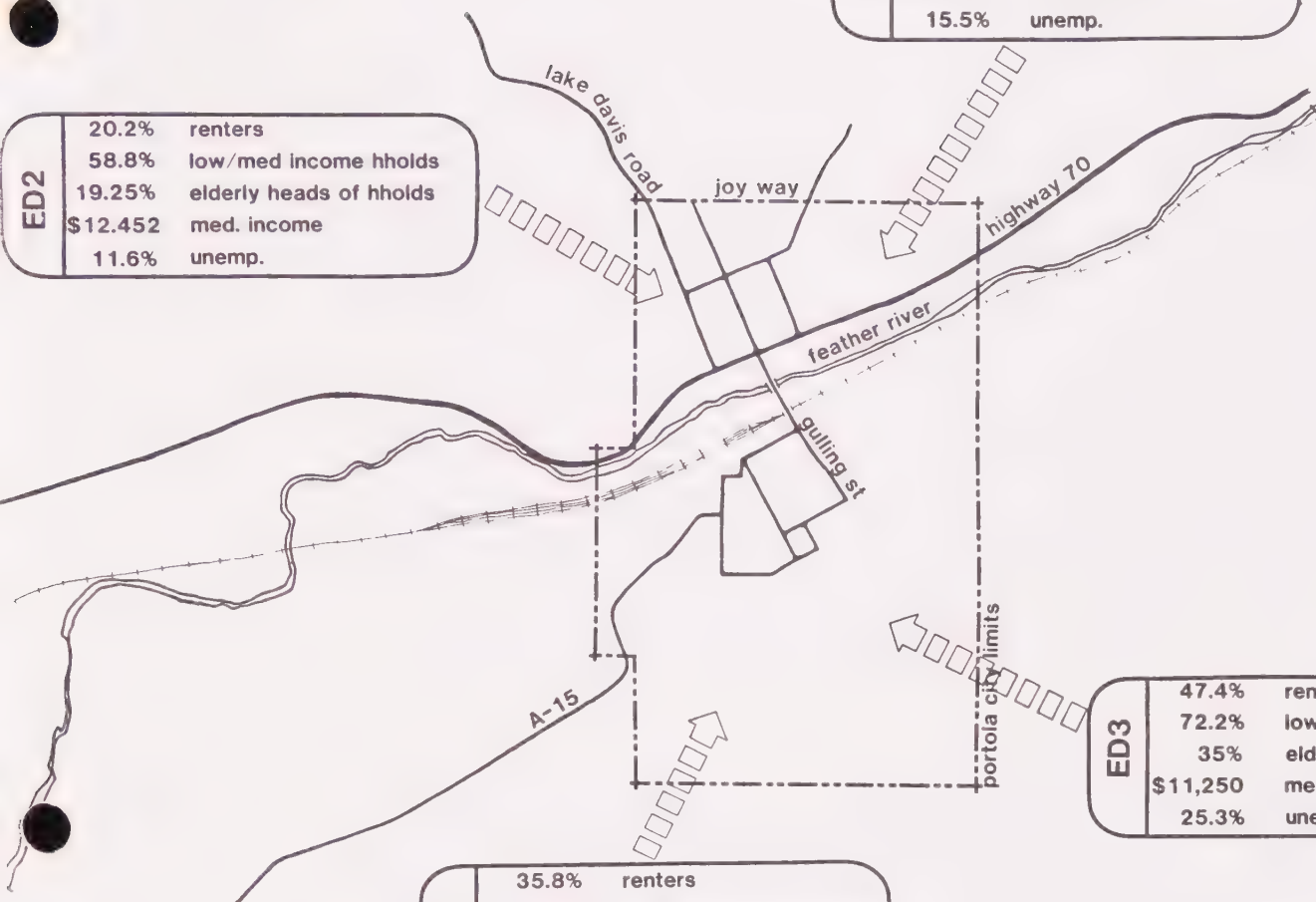
POPULATION CHARACTERISTICS

Growth Trends During the seventies, the City of Portola finally reversed the downward population trend of the 1950-70 period. Between 1950 and 1970, the population of the city decreased from 2261 to 1625, a 28.13% drop. The resurgence of nonmetropolitan growth in the 1970's apparently extended to the city during the 1970's; however, the 16% growth rate was behind the state average of 18.53% during the past decade. The late 1970's showed the greatest growth as can be seen in new customer hook-ups in the Portola area. The growth rate has slowed since 1980. A population of 2339 is expected by 1988 with 1046 households.



ED2	20.2%	renters
	58.8%	low/med income hholds
	19.25%	elderly heads of hholds
	\$12,452	med. income
	11.6%	unemp.

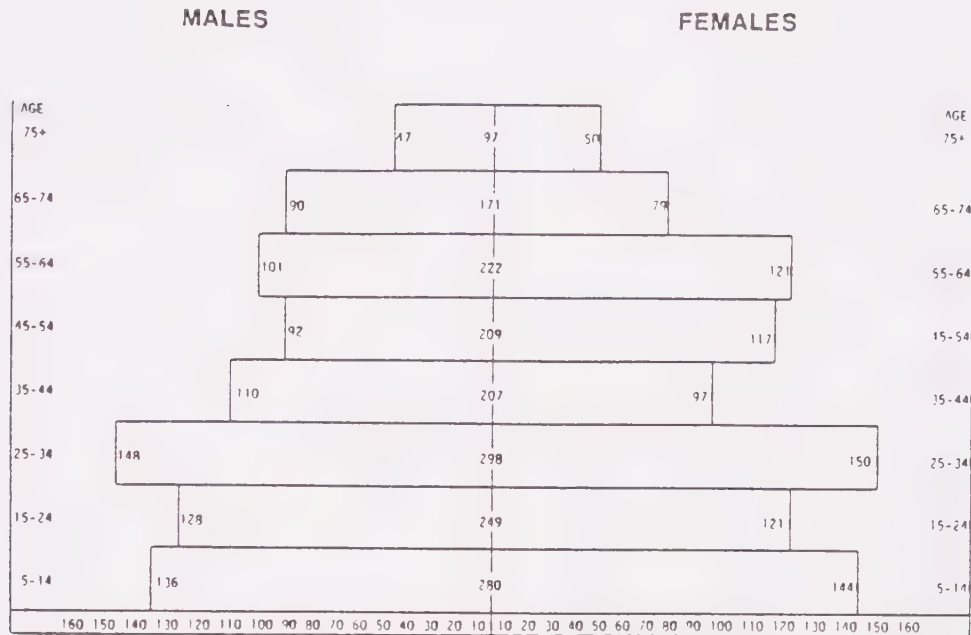
ED1	27%	renters
	60%	low/med. income hholds
	6%	elderly heads of hholds
	\$15,859	med. income
	15.5%	unemp.



CITY	35.8%	renters
	66%	low/med. income hholds
	26.5%	elderly heads of hholds
	\$12,227	med. income
	15.6%	unemp.

ED3	47.4%	renters
	72.2%	low/med income hholds
	35%	elderly heads of hholds
	\$11,250	med. income
	25.3%	unemp.

AGE/SEX PYRAMID - PORTOLA



Age of Population

The city has an age distribution equal to the state average in proportion of children (28.54%). Persons over 55, however, make up a larger proportion (25.99%) than the California average (19.48%). This large proportion of elderly persons has planning implications in the area of housing and social service needs in the city over the next decade. The 19-24 year old group (7.59%) is significantly smaller than the state average (11.91%), which reflects the tendency of recent high school graduates to leave Portola.

NUMBERS AND PROPORTIONS OF POPULATION BY AGE GROUP

Age Group	Male	Female	City Total	City %	State %
0-4	67	85	152	8.05	7.22
5-13	114	124	238	12.63	13.01
14-18	75	73	148	7.85	8.6
19-24	75	68	143	7.59	11.91
25-34	148	150	298	15.81	17.93
35-44	110	97	207	10.98	11.89
45-54	92	117	209	11.09	9.97
55-64	101	121	222	11.78	9.27
65-74	92	79	171	9.07	6.22
75+	47	50	97	5.15	3.99

Ethnic Population

The most numerous ethnic group in the City of Portola is Hispanics - 6.95% of the area's population. However, this proportion is smaller than statewide averages. Hispanics are distributed throughout the city, not concentrated in a particular section. The Hispanic proportion varies from 5.6%-8.47% in the city's three enumeration districts. The proportions of Blacks, Asian-Americans, and members of "other" races are also below the average for rural nonmetropolitan California. The only minority racial group with a proportionally greater share of the city population than the state population is American Indians, comprising 2.33% of the city population.

ETHNIC CHARACTERISTICS

	<u>Total City</u>	<u>City %</u>	<u>State %</u>	<u>Rural California %</u>
White	1690	89.66%	76.18%	88.54%
Hispanic	131	6.95	19.2	11.1
Native American	44	2.33	.85	2.83
Black	10	.53	7.69	1.28
Other	6	.32	9.98	6.55
Asian/Pacific	4	.21	5.3	.80

Handicapped Persons

The number of handicapped persons in a city has important planning implications. A need for certain social services, specialized handicapped access facilities throughout the city, and housing with handicapped access may result from a better understanding of the handicapped. Handicapped persons comprise a larger share of the city's working age population than California's. 12.5% of all Portolans between the working ages of 16-64 have a work disability. Furthermore, a larger proportion of these persons are unable to work as a result of their disability. According to the State Department of Rehabilitation, the largest proportion of handicapped persons in the county have a skeletal or muscular disability. This fact points to a need for concern about wheelchair access to buildings and walkways. Three of the units at the senior citizen's housing center are allocated to disabled persons.

The U.S. Census also counts the number of persons who are not able to use public transportation due to their physical disability. The city has a higher proportion of persons with a public transportation disability than the state average. 4.5% of working age Portolans and 19.8% of those over age 64 have a transportation disability. The city is served by a senior citizens bus which can also be used by handicapped persons but the needs of handicapped persons to live near services and stores must also be met. Housing in the downtown area would meet this need.

DISABLED PERSONS

	<u>Portola</u>		<u>California</u>
	<u>Number</u>	<u>%</u>	<u>%</u>
Noninstitutionalized Persons, Ages 16-64	1157		
With Work Disability	145	12.5%	8.4%
Prevented from Working	90	7.8%	4.3%

PUBLIC TRANSPORTATION DISABILITY

	<u>Ages 16-64</u>	<u>65+</u>
Portola	52 - 4.49%	53 - 19.78%
California	1.72%	14.4%

TYPES OF DISABILITY, SIERRA AND PLUMAS COUNTIES

Skeletal/Muscular	510	42.86%
Cardiovascular	210	17.65%
Neurological	80	6.72%
Respiratory	80	6.72%
Mental Retardation	60	5.04%
Alchol/Drug Addiction	50	4.2%
Emotional Problems	50	4.2%
Digestive	20	1.68%
Blind	10	0.84%
Deaf	10	0.84%
Other Sensory	20	1.68%
Other Conditions	90	7.56%

Source: State Department of Rehabilitation

Persons in Group Quarters Group quarters are living situations where kitchen, perhaps bath, and food are shared such as in a boarding house. The 1980 U.S. Census indicated no Portola residents living in group quarters. All persons living in the city were members of households.

HOUSEHOLD CHARACTERISTICS AND SPECIAL NEEDS HOUSEHOLDS

A household is any group of people living together in a residence, related or unrelated. A survey of household characteristics is useful to determine household size trends, incomes, overcrowding or underutilization of housing, and the amount of special needs households such as large families and female-headed households. All of these characteristics can point to planning needs.

Size and Number of Households

The city had 744 households in 1980. This number is expected to increase to 1046 in 1988. Average household size has decreased since 1960, but is expected to decrease even further by 1988 to an average of 2.24 persons per household. A need for small household housing is seen.

PORTOLA HOUSEHOLDS

	1960	1970	1980	1987(Proj.)
Households	651	594	744	1046
Population	1868	1625	1885	2339
Average Size of Households	2.87	2.74	2.53	2.24

Elderly Households

The city's 744 households include 202 (27.15%) with at least one resident 65 years or older. Most of these households (186) were headed by a senior citizen. The senior citizens housing development in town has 49 units available. The proportion of units headed by a senior citizen is greatest south of the river in Enumeration District 3:

ELDERLY HEADS OF HOUSEHOLDS

ED 1	16.75%
ED 2	19.25%
ED 3	34.99%

Female Headed Households

The number of households headed by women has implications in needs for child care, recreation programs, and other social services. 35.4% of the female-headed households with children in Portola were living below the poverty level in 1980. This represents a disproportionate number of households below the poverty level - 6.31% of total households are headed by females, yet 22.97% of the households below poverty level are headed by females.

Category	Above Poverty Level	Below Poverty Level	Total	Below Poverty as % of Total
With Children Under 18	31	17	48	35.42
Without Children Under 18	8	0	8	0
Total	39	17	56	30.36

Overcrowding - One way for households to cut housing and utility costs is by adding members to the household. In many cities, this has resulted in extreme overcrowding, and resulting impacts to city services and the general quality of life. Portola does not seem to be faced with this problem. The U.S. Census Bureau gauges overcrowding by tabulating the number of housing units occupied by over one person per room (not including kitchen and bathrooms). Using this index, 3.09% of the housing units in Portola are overcrowded. The overcrowding rate in the area outside of city limits but within the Planning Area, however, is 5.3%-perhaps reflecting the tendency for large families in the area to seek large lots outside of town.

A closer look at census data suggests that some housing in Portola is actually underutilized. By comparing number of bedrooms available to the population in each enumeration district, it appears that housing throughout the city is adequately utilized except in ED3, south of the river. There are .57 persons per bedroom available in this neighborhood, probably as a result of the above average elderly population. A city "match-up" program could help match elderly persons or single persons to underutilized homes with residents who would like to rent a room for financial reasons or for companionship.

Persons Per Bedroom

Citywide	.94
ED1	.95
ED2	1.009
ED3	.57

Special Needs Households - Summary A major part of the city's role in the housing area should be to preclude barriers to residents who are not normally provided for by the private housing industry. Generally, these people are constrained by the housing market because of low income, but often simply their special characteristics make housing suitable to their needs unavailable. The housing market does not meet their needs and so they settle for less or overpay for housing.

The main special needs households in Portola are elderly households and households headed by females. In addition, a significant number of persons in Portola are handicapped. Renters, particularly those of lower income, can be considered special needs households since a high percentage of them are overpaying for housing and because home ownership is probably not an option open to them. For this reason, the city must work towards maintaining its rental housing stock and ensuring its affordability to low income groups. Handicapped access in any city aided housing development must be a priority. (City aided housing could include developments granted density bonuses, developments which received city help in obtaining financing, or housing construction or rehab projects that utilize city obtained grants.) The Senior Citizens bus should continue to be supported as well as a mixed use housing/ commercial downtown area. In addition, housing to serve very low income residents should be stressed.

HOUSING MARKET CHARACTERISTICS

Regional Housing

The Portola housing market is part of the Plumas County market as a whole. The county housing stock can be described as follows:

- includes large number of deteriorated or dilapidated structures
- overpriced for a large percentage of renters, and
- less costly than the state average

Cost of Housing

The ability of households to pay for their housing is a function of income and cost of housing. Incomes in Portola on the average are low and unemployment is high. Housing is inexpensive compared to the state average, yet a large percentage of Portolans are overpaying for their housing (more than 25% of household income), particularly low-income renters.

Housing costs are not abnormal for the region. The median gross rent is \$200 per month. Yet a large proportion of renter householders pay greater than 25% of their income on rent (46.4%). 17.8% of all homeowners spend greater than 25% of their income on housing expenses.

The proportion of households overpaying for housing costs is considerably below averages for the Western United States and slightly below average for Western nonmetropolitan areas. However, these levels may be expected to rise in the future due to current higher interest rates. For homebuyers who do not have sufficient equity or savings for down payments above 10%, it will be necessary to obtain new mortgages at the prevailing interest rates.

Portola Median Family Income:	\$15,729
Plumas County Median Family Income:	\$17,227
California Median Family Income:	\$21,479
Portola Median Household Income:	\$12,227
Plumas County Household Income:	\$15,205
California Household Income:	\$18,170

Portola Household Incomes

<u>Income</u>	<u>% City</u>	<u>% Total Plan Area</u>	<u>ED1</u>	<u>ED2</u>	<u>ED3</u>	<u>ED6</u>
Less than \$8600 (Very Low Income)	32.33%	25.71%	29.32%	30.48%	34.33%	10.54%
\$8,600 - \$17,200 (Low Income)	28.77	36.13	25.13	25.13	32.38	53.01
\$17,200 - \$20,700 (Moderate Income)	4.86	8.97	5.24	3.21	5.48	18.37
\$20,700+ (Above Moderate Income)	34.03	29.19	40.31	41.18	27.42	18.07

Unemployment Rate - 1979

		<u>ED1</u>	<u>ED2</u>	<u>ED3</u>
City	15.6%	15.5%	11.6%	25.3%
Planning Area	19.27%			
County	16.77%			

(The county unemployment rate rose to 17.31% in 1981)

Persons Below Poverty Level

	<u>Number</u>	<u>%</u>
City	198	10.5
ED1	56	11.62
ED2	62	11.99
ED3	80	9.0

(Source: 1980 U.S. Census)

Housing Overpayment*

	<u>City</u>	<u>ED1</u>	<u>ED2</u>	<u>ED3</u>
Renters	46.4%	55.3%	10.5%	54.4%
Homeowners	17.8%	16.1%	27.5%	13.3%

*greater than 25% of household income paid

Average Monthly Housing Costs

Median gross rent: \$200
Median mortgage payment: \$344

Comparative Monthly Housing Costs

% Paying More Than 25% of Income
Owners Renters

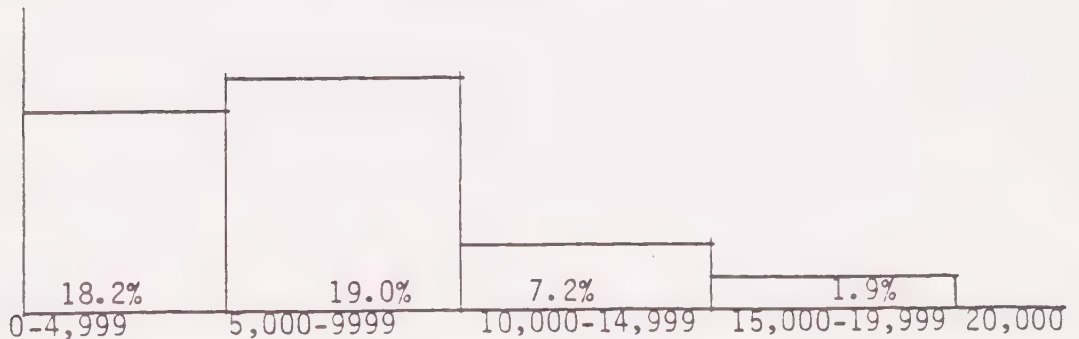
Portola	18.07%	49%
Western Nonmetro Areas	22.59%	51.7%
Western U.S.	29.12%	55.84%

Comparative Median Home Values

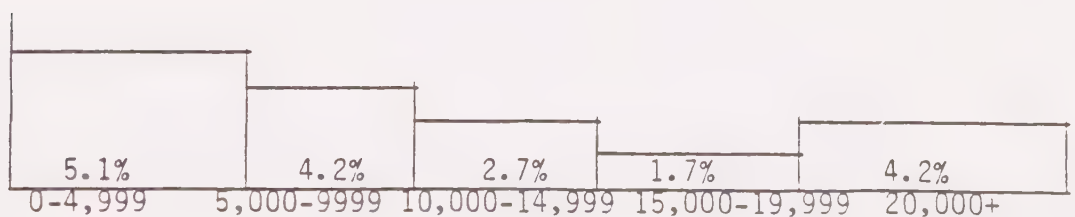
Portola	\$47,300
Plumas County	\$66,600
California	\$84,500

Who is Overpaying for Housing?

Renters



Homeowners



Portola
Housing Stock

Portola's housing stock is probably its greatest resource. The city has a total of 862 housing units including 848 year-round units. The entire planning area encompasses 1442 housing units, 1267 of these units are year round units. Most Portolans are homeowners (56.4%). The housing vacancy rate is high (10.6%) and relatively few units are seasonal, vacation homes (1.7%). In addition, most of the housing units are single family detached homes (75%).

Types of Housing Units in Portola

	<u>Portola</u>	<u>Planning Area</u>
Single family	636 (75%)	892 (70.4%)
Multi unit	160 (18.9%)	182 (14.36%)
Mobile homes	52 (6.1%)	193 (15.24%)
	<u>Rental</u>	<u>Owner Occupied</u>
Single family	153 (24%)	424 (66.7%)
Multi unit	106 (66.3%)	16 (10%)
Mobile home	7 (13.5%)	38 (7.3%)

Renter/Owner Mix (Housing Units)

	City	Plan Area	ED1	ED2	ED3	ED6
Rental	266 (35.75%)	331 (30.3%)	47 (27%)	38 (20.2%)	181 (47.4%)	65 (18.7%)
Owner	478 (64.25%)	761 (69.7%)	127 (73%)	150 (79.8%)	201 (62.6%)	283 (81.3%)
Vacant	<u>104</u>	<u>175</u>	<u>25</u>	<u>20</u>	<u>59</u>	<u>71</u>
	848	1267	199	208	441	419
Seasonal	<u>14</u>	<u>175</u>				
	862	1442				

Vacancy Rates

	<u>Overall Vacancy Rates</u>	<u>Vacancy Rate Within Group</u>
For Sale	36 (4.2%)	36/478 (7.5%)
Rental Units	54 (6.4%)	54/308 (17.5%)
	90 (10.6%)	

Housing Condition

The condition of the city's housing stock is a function of its age and how well the units have been maintained over the years. The city's housing stock can generally be characterized as "aging", particularly in the original housing district south of the river. 55% of the city's housing is greater than thirty years old. This proportion is twice the California average and higher than the proportion in all but 3 California counties. Harsh weather conditions, low incomes, and original standards of construction contribute to the problems of an aging housing stock.

City Housing Age

<u>Year Constructed</u>	<u>City</u>	<u>ED1</u>	<u>ED2</u>	<u>ED3</u>
1970 - 1980	26.5%	30.4%	30.9%	21.7%
1960 - 1969	8.3	15.8	12.2	2.6
1950 - 1959	9.1	21.2	12.8	1.3
1940 - 1949	19.2	13.0	20.2	21.2
1939 or earlier	36.8	19.6	23.9	53.2

A windshield survey of the city's homes was conducted in Fall 1981. Homes were identified that appeared to need minor rehabilitation (paint, minor repairs) or major rehabilitation (major repairs to roof, foundation, walls). Each enumeration district contained over 30% homes needing some rehabilitation. ED 3 (south of the river) had the greatest amount of homes needing major rehabilitation, but the entire area north of the river exhibited a great deal of minor repair needs.

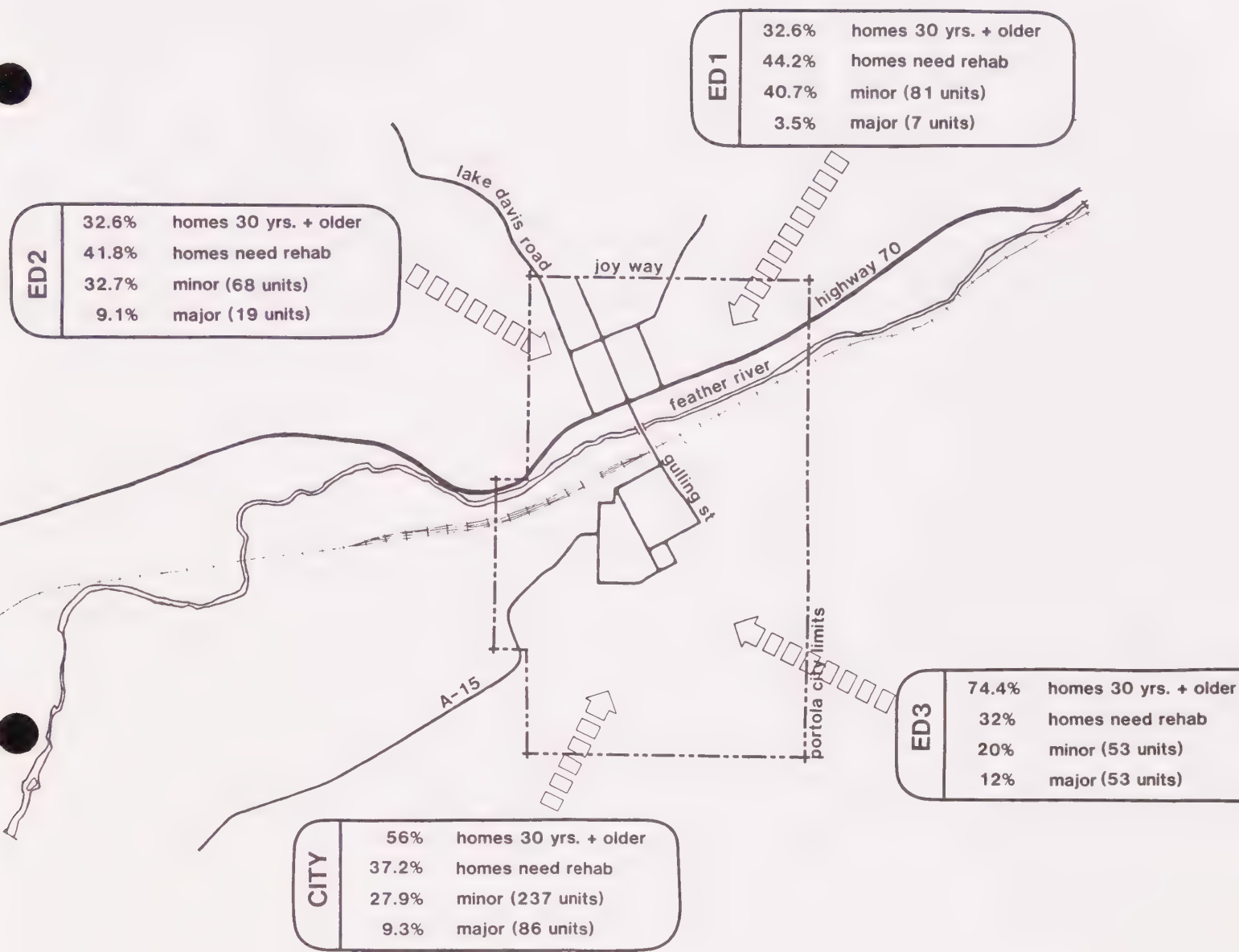
Housing Condition - % Units

	<u>Minor Repair</u>	<u>Major Repair</u>
City	27.9% (237 units)	9.3% (86 units)
ED1	40.7 (81 units)	3.5 (7 units)
ED2	32.7 (68 units)	9.1 (19 units)
ED3	20.0 (88 units)	12.0 (53 units)

Minor Repair: Paint
Window Rehabilitation
Minor Plaster/Siding Repair
Minor Roof Repair
Removal of Trash

Major Repair: Foundation/Structural
Major Roof Repair
Repairs needed to avert further damage

(Source: 1982 Windshield Survey, SEA Planning Group)



ED1	32.6%	homes 30 yrs. + older
	44.2%	homes need rehab
	40.7%	minor (81 units)
	3.5%	major (7 units)

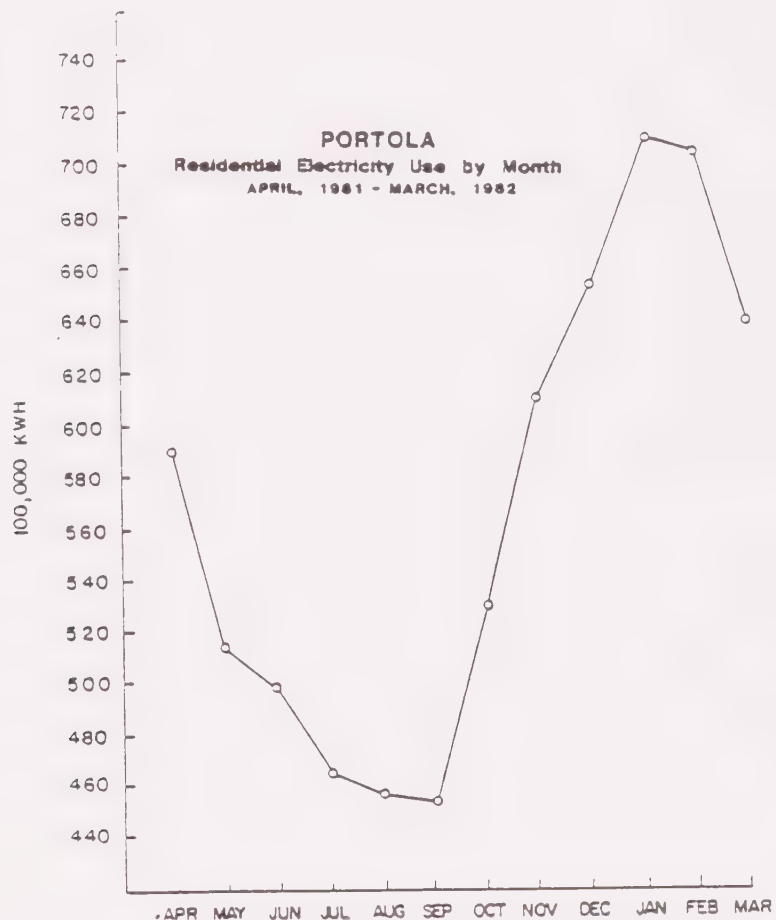
ED2	32.6%	homes 30 yrs. + older
	41.8%	homes need rehab
	32.7%	minor (68 units)
	9.1%	major (19 units)

ED3	74.4%	homes 30 yrs. + older
	32%	homes need rehab
	20%	minor (53 units)
	12%	major (53 units)

CITY	56%	homes 30 yrs. + older
	37.2%	homes need rehab
	27.9%	minor (237 units)
	9.3%	major (86 units)

Energy Costs

Utilities are another major cost that adds to basic housing costs. Space heating and water heating are the two major utility costs faced by renters and homeowners. Almost all renters in Portola pay their own utility bill (95.4%). Electricity, propane, wood, and oil are the main energy types used in Portola. Wood is the single largest source of space heat. Of course, wood is plentiful and free in the Portola area, but a majority of Portolans still rely on costly forms of energy for a number of reasons: personal preference, lack of wood gathering equipment, or lack of a woodburning stove. Most Portolans rely on electricity for water heating. Water heating is second only to space heating in total household use, and electric water heating is the most expensive method. Electric water heating for a family of four can run \$50 per month, a significant cost.



The large number of older homes in Portola adds to the problems of high energy rates and harsh winters. Insulation of these homes could decrease energy costs markedly. Attic and wall insulation are usually lacking in older homes and weather stripping, caulking, and storm windows have often not been replaced over the years. According to Sierra Pacific Power research studies, energy conservation activities which focus on reducing outside air infiltration are the most effective. Outside air infiltration through windows, doors, and walls can account for 25% to 39% of heating costs. The second largest portion of heating costs, 27%, can be attributed to windows and doors due to their low R-values. Consequently, the most effective weatherization activities include caulking, weatherstripping of windows and doors,

installing gaskets behind switch plates, replacing broken window panes, rehabilitating window frames and sashes, building and installing storm windows, and adding wall or ceiling insulation. Potential savings due to reduced heating costs may range from 25% to 50% or more depending upon the extent of weatherization activities. The average household spends approximately \$400 per year for heating fuels.

Sierra Pacific Power Company is the city's main electric power source. The company conducted energy audits of most Portola homes during the summer of 1982. Sierra Pacific has identified weatherstripping/caulking, storm windows, and attic insulation as the greatest conservation needs in Portola. The company has provided cut rate weatherization material and loan programs for household insulation to Portola residents in the past but has only reached 10% of the homes that could use it. The problem has been lack of any available funds on the part of residents, even for cut rate materials. It is possible that many residents are not aware of these available programs. The city could play an active educational role.

Solar retrofit systems, particularly on solar hot water systems, can provide great energy savings also. The average family of four heating water with electricity spends approximately \$46 a month according to Sierra Pacific Power Co. A properly designed and installed solar domestic hot water system can conservatively save 50% or more on annual hot water costs. If monthly savings due to solar domestic hot water heater are estimated at \$23.00 a month, or \$276.00 a year, then the original cost with a 40% income tax credit can be recovered in approximately 3 years. In addition, wood burning stoves can be fitted with pipes to circulate water to the hot water heater.

Other easy to install, affordable energy savings systems include enclosing existing south facing porches during winter months with thermo-pane glass or other appropriate materials and the installation of vertical wall solar heaters in mobile homes. Approximate material cost for the mobile home panels is \$300 per 3 foot by 6 foot panels. Assuming that two panels are required for each mobile home and that savings are 1 gallon of heating oil per square foot of collection a year as reported by the Community Services Agency S.U.E.D.E. project, the solar air panels will pay for themselves in 8 years. The cost for enclosing porches varies with size of porch and materials used.

What Can the City Do?

The city can play an important role in creating more energy efficient residences in Portola. Most importantly, due to the age of homes in Portola, the city should help make residents aware of energy saving techniques and low interest energy loan programs available. Energy conservation should be a priority in city housing rehab efforts. In addition, to ensure that future housing developments are energy efficient, the city should adopt solar design guidelines for new developments. There are a number of ways to carry out these sorts of energy programs, which are listed in the implementation section.

A residential energy efficiency program should be prioritized so that the cost effective activities are conducted first. Therefore, first

priority should be given to educational programs that promote individual energy savings actions such as:

- lowering winter thermostat
- raising summer thermostat on air conditioners
- lowering water heater thermostat setting
- reduced use of hot water
- appliances turned off when not in use
- passive solar

The next priority level of actions require expenditures:

- insulation of ceiling and pipes
- weatherization
- automatic thermostats

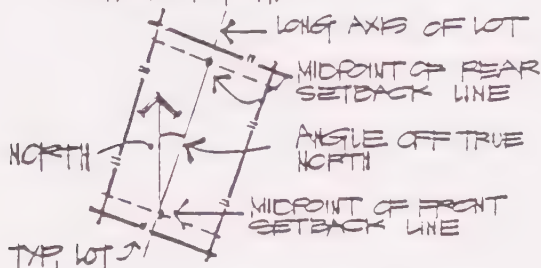
The less cost effective actions are third priority:

- wall insulation
- thermal pane windows
- floor insulation
- active solar systems

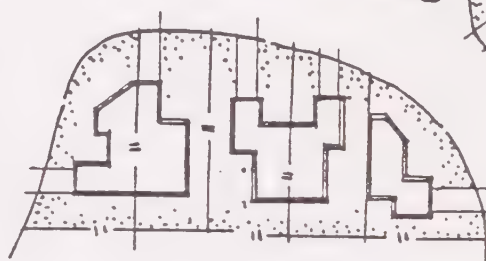
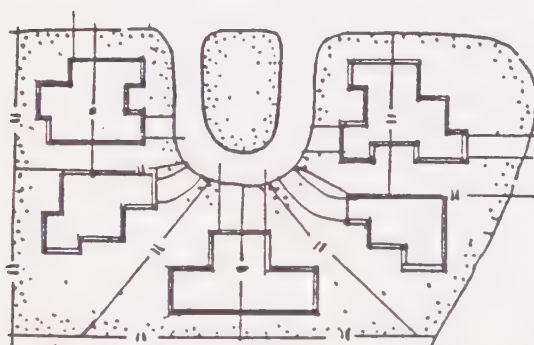
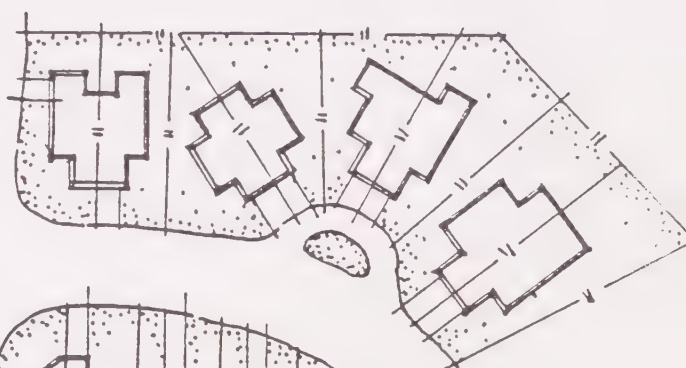
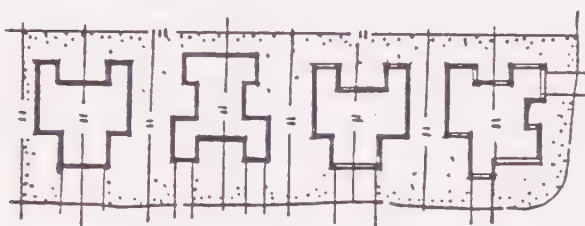
Another form of energy conservation is the reuse of resources through recycling programs. The city operates the Portola Landfill through a franchise operator who collects city garbage. The city could create a recycling program which would entail roadside pickup of cans and bottles or place bins in various neighborhoods for scheduled pickup. The result could be a source of revenue for the city as well as a source of community pride. In addition, the city should explore the possibility of energy generation at the landfill by conversion of organic waste to fuel. Federal funds are available for both recycling projects and loans to small businesses interested in biomass energy conversion. In addition, the city could seek a contract with a salvage business to recycle large items at the dump. All of these ventures would be consistent with the city's economic goals and policies.

SOLAR SUBDIVISION DESIGN OBJECTIVES

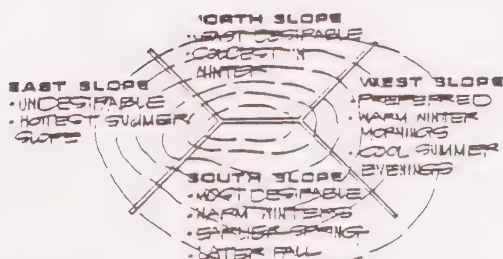
1. PROVIDE MAXIMUM NUMBER OF LOTS WITH EFFICIENT SOLAR ORIENTATION.
 - THE MOST EFFICIENT ORIENTATION FOR SOLAR ACCESS IS WITHIN 22.50 OF TRUE NORTH



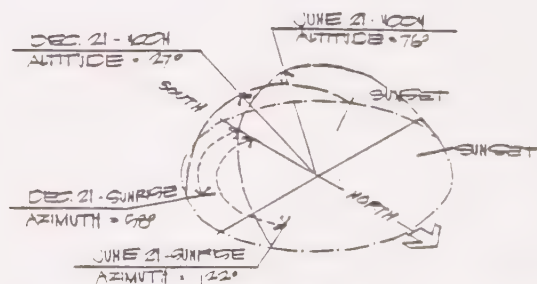
2. ENLARGE or WIDEN LOTS WITHOUT EFFICIENT SOLAR ORIENTATION (WORST CASE: EAST OR WEST FACING LOTS)
 - ALLOWS FLEXIBILITY TO ORIENT HOUSE FOR MAXIMUM SOLAR ACCESS ON SITE
 - ALLOWS FOR ADDITIONAL SOUTH SIDE YARD WIDTH TO INSURE SOLAR ACCESS



- "AFFORDABLE" HOUSING OPTION, SOLAR ORIENTED RATIO HOMES - LAYOUT EMPHASIZES SOUTH FACING LOTS, EAST/EAST/WEST STREETS.



TOPOGRAPHIC CONSIDERATIONS



40°N SOLAR PATH DIAGRAM

HOUSING CONSTRAINTS

In planning for the provision of housing, constraints to housing development must be recognized. Many of these constraints cannot be overcome by local government particularly those related to the condition of the national economy, but others can be addressed. Constraints to housing include market constraints and governmental constraints.

Market Constraints

A number of costs figure into the cost of developing housing. They include the cost of land, site improvements such as grading and provision of utilities, streets and sidewalks, and construction. Most of these costs cannot be lessened by city involvement. In two areas, the city could provide some relief to help provide low and moderate income housing - land cost and street and sidewalk provision. The city could monitor and take advantage of state and federal grants which would allow the purchase land and then write down the cost of it to developers at some time in the future. In this case, the city would want to ensure the continuing affordability of the housing so that the city's investment would benefit those intended on the long term. The city can also provide streets and sidewalks to cut costs to the developer by issuing assessment bonds for street improvements which provides lower interest financing than the developer would have been able to obtain if he had been required to install these improvements. This method was used for the Ridgewood street improvements and should be a continued practise provided the city is safeguarded against any liabilities.

Other costs that drive up the cost of housing include financing, marketing, profit to the developer or homeowner, and property taxes. Interest rates reflect directly on the cost of housing. In Portola the difference between a 13.75% average interest rate and a 17% interest rate is the difference in an adequate supply of affordable housing and a housing supply out of the price range of many Portolans. Interest rates are dropping, though it remains to be seen when they will level off. The city can provide assistance in this area through the deposit of funds in local banks in exchange for the offering of below market interest rates.

Marketing of new housing as well as resale homes adds to the cost of homes. Marketing and sales can add 4-10% to the cost of housing. Real estate fees range from 3-6% on resale units. Enticing developers to decrease marketing budgets would not be successful unless an adequate local market and ready affordable financing could be demonstrated, decreasing the need for expensive regional promotion. A community development corporation (such as Neighborhood Housing Services) aided by the city could provide training necessary for homeowners to sell their own homes.

Average Housing Development Costs

Land (Average Lot: 50X)	\$ 11,500
Site Improvements (flat lot)	\$ 1,000
Facilities and Services	\$ 3,100
Construction	
\$40/sq/ft	
1,500 sq/ft house	\$ 60,000
Sales and Marketing 6%	\$ 4,500
Profit (25%)	\$ 20,000
	<u>\$100,100</u>

Continual profit making on housing spirals the cost of the original unit over the years. By using cooperative financing of city aided housing, the cost of the unit would remain the same since no profit would be allowed. Yet owners would still regain their equity contribution. The city should promote such cooperative housing to ensure the affordability of city aided housing.

Property taxes are only 1% since Proposition 13. Including homeowner tax benefits, the property tax cannot be considered a great constraint to affordable housing compared to other costs.

Governmental Constraints

Local governmental constraints to housing development include land use regulation, infrastructure provision, and permit approval. In Portola, land use regulations currently do not constrain housing. Land zoned for various housing densities is available. When the mixed-use downtown zone is enacted, further opportunities will be available. Water and utility services are not a constraint in Portola. The sewer system will not be a constraint when the forced main is complete. Until that time, overflows will continue to be a problem. The city does not have any park or design fees unless a Specific Plan is required. However, these costs cannot be considered a constraint to affordable housing. The building permit and approval process is not complex in Portola. The time span from application to approval averages 30-90 days depending on whether or not special approvals are necessary. A building permit and plan check for a 1500 square foot structure costs \$33.50. The tentative subdivision map fee is \$100 plus \$5 per lot.

On the other hand, the city has the capacity to provide incentives to housing production that vastly outweigh necessary constraints. State and federal programs have not been utilized in the past but will be pursued in the future as well as innovative planning techniques on the local level.

FUTURE HOUSING NEEDS

Total Need

The State of California estimates that as of January 1, 1983, there were 831 households in the city. A total of 215 new households are expected by 1988.

POPULATION AND HOUSEHOLD PROJECTIONS

	1970	1980	1983	1987(proj.)
Population	1625	1885	1960	2339(proj.)
Households	594	744	831	1046
Average Size	2.74	2.53	2.36	2.24

The State Department of Housing and Community Development (HCD) has published a formula which may be used to compute future housing unit needs:

$$\left[\left(OH \times \left(\frac{1}{1-V/S} \right) \right) + RH \times \left(\frac{1}{1-V/R} \right) \right] \left(\frac{1}{1-OV} \right) = \text{NUMBER OF UNITS NEEDED}$$

In this formula OH = Owner Households 1988 (672)

RH = Rental Households 1988 (374)

v/s = Desired for sale vacancy rates. (In California this has been established at 2% or .02 by H.C.D.)

v/r = Desired for rent vacancy rate. (In California this has been established at 6% or .06 by H.C.D.)

OV = Actual "other vacant" rate in the city. (Units which are vacant but not available for sale or rent - estimated at 3.8% in 1980).

This formula takes into account the desired vacancy rate which has been determined to be necessary to provide a stable housing market.

If we insert the projected households, the desired vacancy rates, and the existing "other vacant" rate into this formula it will read as follows:

$$\left[\left(672 \times \left(\frac{1}{1-.02} \right) \right) + \left(374 \times \left(\frac{1}{1-.06} \right) \right) \right] \left(\frac{1}{1-.038} \right)$$

$$[(672 \times 1.02) + (374 \times 1.064)] (1.04)$$

$$[685.44 + 397.94] (1.04)$$

$$(1083.38) (1.04) = 1127$$

Approximately 1,127 units will be needed by January 1, 1988 or an increase of 265 units between 1980 and 1988. Between April 1, 1980 and January 1, 1983, thirty-four (34) units were added to Portola's housing stock, therefore an additional 231 units will be needed in the next five years.

Affordable
Housing Needs
- Fair Share

Portola's "fair share" of low and moderate income housing provision in the county consists of the number of units needed in the next five years (231) multiplied by its total proportion of households in low and moderate income categories (65.96%), or 152 units.

Summary of Housing Needs by 1988

	Low and Moderate Income	Total
Owner Occupied	66	145
Rental	86	86
Total	152	231

These figures reflect an adjustment from the current rental unit proportion in Portola of 32% upward due to the fact that low and moderate income households generally do not have savings large enough for down payments required when homes are refinanced. At a 13 3/4% interest rate, only 45.6% of the ownership units in Portola are affordable to households with moderate incomes (\$20,000/year). Rental units, then, should probably make up about 37% of the new housing stock unless other means of assuring affordability can be put to use. The city can assure adequate zoning for multi-family rental units as well as work with developers who show an interest in developing such housing to decrease their costs. In addition, the city can encourage rental of existing owner-occupied units in lieu of sale. The city should monitor its rental housing stock yearly perhaps through a questionnaire in water or trash bills.

Affordable housing does not refer to housing for low and moderate income persons alone. Housing for all income groups within the city must be provided. The monthly cost of housing is greatly dependent on interest rates. In the following charts, scenarios for 3 possible future interest rates are given. On the charts, each income group present in Portola is listed in comparison to the amount of housing affordable to that income group available in Portola. The results in the last column show the degree of adequacy of supply of that housing type. A negative number indicates a need for housing in that price group.

The evidence charted points to a sufficient supply of all housing cost categories at 10.5% interest rates and a shortage of affordable housing for all income groups at a 17% interest rate. A most likely middle range interest rate of 13.75% makes additional housing in the \$117-408 per month range necessary, particularly in the \$233-292 per month range.

SCENARIO. 17% INTEREST RATE

INCOME GROUPS/AFFORDABLE MONTHLY PAYMENTS

Income Group	Income Range (\$1000s)	Income Maximum in Group	Range Affordable Payments	Affordable Payment at Income Maximum	% of Households in Income Group	% of All Households below Income Maximum	Estimated* % Rental Units Affordable to This Group
A	\$ 0-5	\$ 5000	\$ 0-117	\$ 117	15.12%	15.12%	45.06%
B	5-7.5	7500	117-175	175	11.96	27.08	67.42
C	7.5-10	10000	175-233	233	11.7	38.78	86.79
D	10-12.5	12500	233-292	292	12.61	51.39	95.68
E	12.5-15	15000	292-350	350	5.65	57.04	98.11
F	15-17.5	17500	350-408	408	4.6	61.64	99.62
G	17.5-20	20000	408-467	467	2.89	64.53	99.62
H	20-22.5	22500	467-525	525	5.26	69.79	99.62
I	22.5-25	25000	525-583	583	4.6	74.39	99.62
J	25-27.5	27500	583-642	642	4.99	79.38	99.62
K	27.5-35	35000	642-817	817	10.25	89.63	99.62
L	35-75	75000	817-1750	1750	10.38	100	100

These income groups (A-L) are used on the following charts.

An affordable payment for rent or mortgage is defined as 28% of income. As this does not include costs of taxes and insurance (for ownership units) and does not include utility costs, these may be considered upper estimates of affordability.

AFFORDABLE HOUSING SUPPLY

Income Group	Estimate % Ownership Units Affordable at Inc. Maximum	Estimate % Housing Stock Affordable at Inc. Maximum	Estimate % Housing Stock Payments in Target Range	Index One Accounts for Competition Among Income Groups (- Indicates shortage)	Index Two Supply by Cost Range (- Indicates under Representation)
A	0.89%	16.68%	16.68%	+ 1.56	+ 1.56
B	3.11	26.1	9.42	- 0.98	- 2.54
C	5.72	34.71	8.61	- 4.07	- 3.09
D	10.64	41.05	6.34	-10.34	- 6.27
E	16.8	45.86	4.81	-11.18	- 0.84
F	24.13	51.11	5.25	-10.53	+ 0.65
G	32.59	56.55	5.44	- 7.98	+ 2.65
H	38.69	60.47	3.92	- 9.32	- 1.34
I	46.22	65.31	4.84	- 9.08	+ 0.24
J	53.88	70.23	4.92	- 9.15	- 0.07
K	70.58	80.96	10.73	- 8.67	+ 0.48
L	99.2	99.49	18.53	- 0.51	+ 8.16

Implications: Under these circumstances, additional housing is needed at all payment levels below \$817. The need is especially crucial in the \$175-350 price range. Households earning \$15,000 are competing with 57.04% of the population for less than 47% of units. All income groups will benefit from an increased supply, especially in the lower middle ranges.

SCENARIO. 13.75% INTEREST RATE

AFFORDABLE HOUSING SUPPLY

Income Group	Estimate % Ownership Units Affordable at Inc. Maximum	Estimate % Housing Stock Affordable at Inc. Maximum	Estimate % Housing Stock Payments in Target Range	Index One Accounts for Competition Among Income Groups (- Indicates shortage)	Index Two Supply by Cost Range (- Indicates under Representation)
A	1.64%	17.16%	17.16%	- 2.04	+ 2.04
B	4.87	27.23	10.07	+ 0.15	- 1.89
C	9.9	37.39	10.16	- 1.39	- 1.54
D	17.54	45.48	8.09	- 5.91	- 4.52
E	27.41	52.68	7.2	- 4.36	+ 1.55
F	36.98	59.37	6.69	- 2.27	+ 2.03
G	45.58	64.9	5.53	+ 0.37	+ 2.64
H	54	70.31	5.41	+ 0.52	+ 0.15
I	60.75	74.64	4.33	+ 0.25	- 0.27
J	67.61	79.05	4.41	- 0.33	- 0.58
K	87.97	92.13	13.08	+ 2.5	+ 2.83
L	100	100	7.87	0	- 2.5

Implications: Given this interest rate, additional housing is necessary in the monthly payment range of \$117-408. The need is particularly crucial in the \$233-292 range. Households with income of \$12,500 are competing with 51.39% of the population for 45.58% of housing units. Housing in \$408-642 range is needed, as well.

SCENARIO. 10.5% INTEREST RATE

AFFORDABLE HOUSING SUPPLY

Income Group	Estimate % Ownership Units Affordable at Inc. Maximum	Estimate % Housing Stock Affordable at Inc. Maximum	Estimate % Housing Stock Payments in Target Range	Index One Accounts for Competition Among Income Groups (- Indicates shortage)	Index Two Supply by Cost Range (- Indicates under Representation)
A	3.45%	18.33%	18.33%	+ 3.21	+ 3.21
B	8.51	29.57	11.24	+ 2.49	- 0.72
C	18.14	42.68	13.11	+ 3.9	+ 1.41
D	31.44	54.51	11.73	+ 3.02	- 0.88
E	41.37	61.65	7.24	+ 4.61	+ 1.59
F	53.7	69.71	8.06	+ 8.07	+ 3.46
G	62.04	75.47	5.76	+ 10.94	+ 2.87
H	70.65	81	5.53	+ 11.21	+ 0.27
I	79.26	86.53	5.53	+ 12.14	+ 0.93
J	88.01	92.16	5.59	+ 12.78	+ 0.6
K	96.84	97.83	5.67	+ 8.2	- 4.58
L	100	100	2.17	0	- 8.21

Implications: Given this interest rate, the housing supply is satisfactory relative to income distribution in the community. Limited augmentation of housing in the \$117-292 price range would be useful. Households earning \$27,500+ are paying much less than 28% for mortgage and/or rent.

NEW UNITS NEEDED BY MONTHLY COST *

1. Total Units Needed		2. Target # Units		3. Corresponding Ownership	
Below Monthly Cost		by Monthly Cost		Unit Price Range at	
of:		Range		13 3/4%	10 1/2%
	Units		Units		
Below \$117	35	\$ 0 - 117	35	\$ 0 - 11,100	\$ 0 - 14,100
175	63	117 - 175	28	11,100 - 16,600	14,100 - 21,200
233	90	175 - 233	27	16,600 - 22,100	21,200 - 28,200
292	119	233 - 292	29	22,100 - 27,800	28,200 - 35,400
350	132	292 - 350	13	27,800 - 33,300	35,400 - 42,500
408	142	350 - 408	10	33,300 - 38,800	42,500 - 49,500
467	149	408 - 467	7	33,800 - 44,500	49,500 - 56,700
525	161	467 - 525	12	44,500 - 50,000	56,700 - 63,700
583	172	525 - 583	11	50,000 - 55,500	63,700 - 70,800
642	183	583 - 642	11	55,500 - 61,200	70,800 - 77,900
817	207	642 - 817	24	61,200 - 77,800	77,900 - 99,200
		817 +	24	+ 77,800	+ 99,200
Total	231		231		

* 1979 Dollar Value

This chart shows the amount of new units needed in Portola between 1983 and 1988 if the income mix of residents remains the same.

The first column shows the number of units needed below a certain monthly cost range. For example, 132 units are needed that cost below \$350 per month.

The second column is more valuable since it shows actual target number of units in each monthly cost range.

The third column translates these monthly price ranges into equivalent home prices at two different interest rates. For example, a home with a monthly cost of from \$0 - \$117 would cost up to \$11,000 at 13 3/4% interest and up to \$14,000 at 10 1/2% interest.

Adequate
Sites
Strategy

As a result of the identified need for new housing units, the city must carry out the first level of its responsibility - to create a governmental regulation environment that will facilitate the development of these new units and, more importantly, to ensure that the city is not blocking development of needed low and moderate income housing.

If a total of 265 new units are needed to fill the gap between 1980 and 1988, an average of about 33 units per year would have to be constructed. However, between January 1980 and December 1982, only 34 new units were constructed. Therefore, approximately 46 units per year should be constructed within the city by 1988 to reach the needed 231 units if growth trends continue. At the minimum, 15 per year should be low and moderate rental units and 31 per year should be owner occupied in various price ranges as prescribed previously.

Currently, the outlook to fulfill this need is good. The Portola Arms Apartment is expected to be complete in Summer 1983 which will add 10 rental units affordable to low income households. Ridgewood Estates is in Phase 1 of its development. The developer estimates the sale of 8-10 lots and 3-4 homes per month between April and September. If this rate continued, a minimum of 18-24 homes per year would be constructed. This development will serve primarily moderate and above moderate income households. Finally, another low and moderate income rental housing development is being planned by developer Henry Armetta. This development would consist of 43 rental units. The city should work to ensure this development since it would provide 44% of the low and moderate income housing needed over the next five years.

Summary of Currently Planned Housing

	<u>Number of Units Planned</u>	<u>% 5 Yr Low/Mod Need Met</u>	<u>% 5 Yr Total Need Met</u>
Portola Arms	10	6.6%	4.3%
Armetta	43	44.0%	18.6%
Ridgewood	90*	0	39.0%
(18 per year)			
Single Family Homes,			
In-fill (8 per year)	40*	0	17.3%
	<u>117</u>	<u>50.6%</u>	<u>69.2%</u>

* Estimate

Sites currently served by utilities and vacant units needing rehabilitation are the best source of new housing affordable to low and moderate income households. The city should promote the development of the following sites for affordable housing as well as to benefit the city's form, beautify the city, and help revitalize downtown:

Potential Sites for Affordable Housing

- Vacant lots
- Mixed use housing above stores downtown
- Old Western Pacific Hospital
- Back yards and alleys for "granny flats"

OTHER POTENTIAL AFFORDABLE HOUSING SITES

- VACANT LOTS IN TOWN
- ALLEY REUSE
- SECOND "GRANNY" UNITS

A-15

ridgewood development

old hospital

downtown
mixed use

delleker drive

lake davis road

joy way

proposed
development

feather river

highway 70

portola city limits

portola planning boundary

POTENTIAL AFFORDABLE
HOUSING SITES
PORTOLA
General Plan



RELATIONSHIP OF ZONING AND PUBLIC FACILITIES TO RESIDENTIAL DEVELOPMENT

The degree of housing density appropriate in any community is a function of four factors: need for housing units, community goals, physical factors, and availability of infrastructure, and design standards which will insure compatibility of density developments. A range of densities needs to be provided for to assure a mix of housing types and costs.

In community meetings leading up to the General Plan, residents generally seemed to be opposed to extensive high density residential developments in Portola, particularly in outlying areas. Moderate and high density housing was deemed appropriate for the city proper.

A number of areas within the Portola Planning area lie within environmentally sensitive, hazardous, or difficult to develop zones as outlined in the Open Space and Conservation Element. These areas have been determined unsuitable for development or appropriate for low density housing only.

The majority of undeveloped land in the Portola has no available services which necessarily limits moderate or high density development in the near future without great expense. Construction in areas already serviced by utilities such as on vacant lands in town and contiguous to current development is suitable for higher densities and are first priority housing sites. Contiguous areas not currently served by services are second priority for density ranges but city services will not be extended without annexation.

2 - 4.5 Dwelling units per acre - Lower Density

This density range would include most large lots in town and new single family developments. The Ridgewood single family lots have a gross density of 2.3 dwelling units per acre.

4.5 - 8 Dwelling units per acre - Medium Density

This density range includes current 50' x 125' lots in Portola (5.3 du/acre), older single family neighborhoods with a mix of second units, and mobile home parks.

8+ Dwelling units per acre - High Density

This density range would include apartments and townhouses.

Planning Boundary

Housing densities outside of city limits should be determined via the slope density formula outlined in the Land Use Element.

The city needs to provide for each of these densities as well as providing adequate residential zoning overall to provide for the projected five year need of 263 housing units. The Land Use Element should reflect this need. Land currently zoned residential is adequate to satisfy this need, however, suitable sites to help ensure

affordability and in line with the city's policies regarding the form of the city is the short term need. Zoning to meet this end should include vacant lots, mixed use housing downtown, the Old Western Pacific Hospital, granny flats in town, as well as zoning for new development.

Infrastructure and Public Services

In addition, zoning for new housing development must take into consideration existing infrastructure and public facilities such as water, sewer, streets, and schools. The use of in-fill housing already discussed should be first priority since infrastructure costs will be minimal. Second priority areas are contiguous to existing infrastructure.

Adequate Residential Zoning Strategy

	<u>Acres</u>	<u>Lots</u>	<u>Units Possible</u>
Mixed Use Downtown			15*
Granny Flats			86*
Western Pacific Hospital	2.3		30
Vacant Lots		156	156
Ridgewood		90	90
Priority Development Areas			

*Estimate

In addition, in order to ensure adequate public facilities for future development the city should periodically reassess its infrastructure rates to make sure it is paying for itself. The city needs to keep its existing infrastructure in good repair so that the community will be in a good position to meet future infrastructure needs. The city can also require dedication fees for new schools and parks from the developer if a new need will be created in order to make new development pay for itself. City services will not be extended without annexation for this reason.

Growth of the city could eventually be constrained by its water supply. The ultimate capacity of the city's water supply system is a combination of storage tank capacity and treatment plant capacity which totals 2.83 million gallons per day. Current average use is 750,000 gallons per day and 1.2 million gallons on peak days. In addition, .5 million gallons per day are required for fire flow storage. At the 3.6% annual (compound) growth rate projected by the state, peak water demand plus fire flow storage may exceed the existing system in 1997 with a population of 3330 and 1456 housing units.

HOUSING GOALS, POLICIES, PROGRAMS

Summary

The following goals, policies, and programs address concerns or needs pointed out in the background information presented. Target dates are given as well as the priority of the program. Programs are given priorities 1, 2, or 3. Priority 1 is the highest priority.

Priority 1 - Creates new housing or direct opportunity for new housing or is required by law.

Priority 2 - A necessary ordinance to engnace housing opportunity.

Priority 3 - Support programs.

GOAL

THE PROVISION OF A DECENT HOME AND SATISFYING ENVIRONMENT FOR ALL PORTOLANS REGARDLESS OF AGE, RACE, SEX, MARITAL STATUS, ETHNIC BACKGROUND, INCOME OR OTHER ARBITRARY FACTORS.

GOAL

THE PROVISION OF ADEQUATE HOUSING IN THE CITY BY LOCATION, TYPE, PRICE, AND TENURE, ESPECIALLY FOR THOSE OF LOW AND MODERATE INCOME AND SPECIAL NEEDS HOUSEHOLDS.

GOAL

THE ENCOURAGEMENT OF SOUND GROWTH IN THE CITY BY DESIGNATING SUITABLE SITES FOR RESIDENTIAL DEVELOPMENT.

POLICIES

It is the policy of the city to:

1. Minimize housing construction in environmentally hazardous areas.

Implementation: The city shall follow guidelines in the Conservation and Open Space Element. Target date: Ongoing
Priority: 3

2. Ensure adequate sites for mobile homes and monitor the condition of the mobile home stock.

Implementation: The city shall adopt a mobile home subdivision and design ordinance and create mobile home zones. Housing rehabilitation monitoring should include mobile homes.
Target date: December, 1983
Priority: 2

3. Promote second units in single family neighborhoods.

Implementation: The city shall develop a granny flat ordinance. The ordinance shall identify allowable areas and address use of alleys and retention of single family character of the neighborhood.
Target date: July 1, 1983
Priority: 1

4. Promote handicapped access in new housing developments.

Implementation: New housing developments should be reviewed for handicapped access. All new public facilities shall be accessible.

Target date: Ongoing

Priority: 3

5. Promote mixed use housing and commercial in downtown Portola to provide housing for special needs households particularly elderly households and small business owners.

Implementation: Funds to rehabilitate upper story units downtown should be sought including CDBG funds and EDA funds. A combined residential and commercial zone should be adopted downtown with reduced parking requirements for housing uses. Funds through State Deferred Rehabilitation Fund, should be explored if they become available in July, 1983.

Target date for ordinance: June, 1983

Priority: 1

6. Establish a range of housing densities to provide housing for all economic segments of the community consistent with good planning practice.

Implementation: Inclusion in new zoning ordinance and Land Use Element. Density bonuses must be granted to developments with 25% low or moderate income units or 10% lower income units according to state law.

Target date: June, 1983

Priority: 1

Maximize use of vacant land within the city and land contiguous to current development for housing in order to reduce cost of facilities and create a compact city form.

Design an alley plan to facilitate better use of alleys including possible uses for recreation, private yards, and granny flats.

Target date: June, 1984

Priority: 2

Designate priority development areas to coincide with public services schedule.

Target date: June, 1983

Priority: 2

Encourage the county assessor to assess vacant land at current market value with periodical updates in order to encourage infill housing development.

Target date: Ongoing

Priority: 3

7. Seek the purchase of land for future low and moderate income housing.

Implementation: Contact Trust for Public Land for bargain sales consultation.

Target date: August, 1983 and Ongoing

Priority: 3

8. Be of assistance to the private sector and public agencies capable of producing or assisting in producing housing, particularly low and moderate income housing and housing for special needs households.

Implementation: Assemble package of programs that can be used to assist such housing developers including: land write downs of city purchased land, the use of CDBG funds for provision of necessary public facilities or design costs, and the creation of a loan fund through leveraged city funds in local banks. The city should keep on file a list of developable land within the city, updated periodically.

Target date: June, 1984

Priority: 1

In addition, the city should require an annual Community Reinvestment Act report from local banks.

Target date: Ongoing

Priority: 3

The city shall aid in the establishment of a community development corporation to oversee housing production and rehabilitation efforts. The city should seek interested community residents to form a Board of Directors on which the city should sit also. Neighborhood Housing Services should be contacted for advisory services or to become the community development corporation.

Target date: August, 1983

Priority: 1

9. Promote the provision of an adequate number of rental units affordable to low and moderate income households within the city.

Implementation: A yearly assessment of rental units available should be made. Housing downtown should be promoted. An "operation match-up" program should be instituted to match underutilized housing unit owners with potential boarders. City supported housing development should include rental units with the goal of a minimum total of 37% of all new units within the city be rental units.

Target date: Ongoing

Priority: 3

10. Tie new housing development to existing infrastructure.

Implementation: Granny flat ordinance. Residential zoning of priority development areas contiguous to existing infrastructure.

Require new developers to provide dedication fees for schools or parks if need cannot be met otherwise. Use of assessment bonds to finance streets and sidewalks for developer.
Target date: December, 1983 and ongoing
Priority: 1

GOAL TO IMPROVE AND CONSERVE EXISTING RESIDENTIAL NEIGHBORHOODS.

POLICIES It is the policy of the city to:

11. Pursue vigorously housing code enforcement.

Implementation: Notify violators of rehab programs available to assist in mandatory repairs. Consider establishment of loan fund for these repair cases. Establish pre-occupancy inspection program in which city building inspector inspects rental units at change of occupancy. Change of occupancy referral can be based on request for change in electric service. Exceptions could be made in case of change of occupancy due to remodeling or rehabilitation.

Target date: Ongoing
Priority: 1

12. Develop housing rehabilitation program.

Implementation:

HOUSING REHABILITATION PROGRAM OUTLINE

- I. Program Area - Entire City
- II. Work to be performed:
 - A. Weatherization
 1. Insulation
 2. Weather stripping
 3. Window renovation
 4. Storm window construction
 5. Enclose south facing porches
 6. Mobile home solar heat panels
 - B. Minor Repairs
 1. Paint
 2. Plaster patching
 3. Roof leak repair
 4. Reset doors
 - C. Major Repairs
As required to bring to Section 8 Standards
- III. Homeowner Requirements for Participation
 - A. Low or moderate income as defined in Housing Element
 - B. Home in need of any repairs listed in Section II.
- IV. Renter - Occupied Homes, Requirements for Participation
 - A. Low or moderate income as defined in Housing Element
 - B. Home in need of any repairs listed in Section II.
 - C. Landlord agrees to keep rent at current level

adjusted yearly for inflation or not above affordable rent level for size of household as described in Housing Element.

V. Outside Funding Sources to be Explored

Farmers Home Administration Section 504 Program:
(Low-interest loans for home purchase and rehabilitation)

Farmers Home Administration Section 502 Program:
(Rehab grants for low-income elderly residents (to \$5000))

HUD - Section 312 Rehab loans

Leveraging of city funds in local bank to create loan program

VI. City Contribution

A. Administration

1. Clerical
2. Office space
3. Tool loan program
4. Workshops

13. Promote self-help preventative maintenance of homes.

Implementation: The city shall establish a tool loan program available to all members of the community and administered by city staff at the city yard. Funding can be through private donations or in conjunction with rehabilitation grant application.

Target date: June, 1983

Priority: 1

The city shall organize home repair workshops. The possibility of joint sponsorship with the high school, junior college, or community groups should be explored.

Target date: Ongoing, yearly

Priority: 2

14. Protect architecturally significant residences and neighborhoods.

Implementation: The city will request that the County Historical Society and cosponsoring local groups conduct a historical survey of the city to identify neighborhoods and buildup of historic interest in Portola and will develop an ordinance to aid in their protection.

Target date: August, 1984

Priority: 2

15. Continue to monitor housing condition.

Implementation: A progress report on the housing rehabilitation program shall be prepared yearly and targetted home figures revised.

Target date: Ongoing

Priority: 3

16. Prevent displacement of residents due to city sponsored housing rehabilitation programs.

Implementation: Develop displacement program to ensure interim housing or adequate payment for persons displaced as a result of housing rehab efforts if major rehab is instituted.

Target date: When needed as rehab programs are planned

Priority: 3

17. Promote home ownership within the city.

Implementation: Discuss leveraging deposited city funds with local bank to create mortgage insurance, housing cooperative loans, and revolving loan fund for housing rehabilitation. Make residents aware of loan programs available.

Target date: August, 1983

Priority: 1

18. Promote adaptive reuse of vacant buildings within city as housing.

Implementation: Identify possible adaptive reuse buildings within the city which could be used for housing. Discuss city aid possibilities with owner and County Housing Authority. Leverage city funds for cooperative loans for prospective buyers through deposit with National Consumer Cooperative Bank.

Target date: December, 1983

Priority: 2

GOAL

IT IS THE GOAL OF THE CITY TO REDUCE RESIDENTIAL ENERGY USE WITHIN THE CITY IN ORDER TO HELP DECREASE HOUSING COSTS AND CONSERVE THE RESOURCE.

POLICIES

It is the policy of the city to:

19. Educate the public in the area of energy conservation and create an awareness of programs available.

Implementation: The city should create an energy awareness program in coordination with Sierra Pacific Power geared towards school lectures and community outreach. A comprehensive program available guide should be prepared. Department of Energy funds may be available.

Target date: December, 1983 and ongoing

Priority: 3

20. Promote the use of solar energy within the city.

Implementation: The city shall actively seek the location of a solar equipment business as part of its "homegrown" industry push. In addition, the city shall include discussion of solar devices in its education program.

Target date: Ongoing

Priority: 3

Adopt a solar access ordinance for new homes and home additions which will insure that homes have access to southerly sun for solar equipment operation and passive heating and lighting.

Target date: December, 1983

Priority: 2

Adopt solar design guidelines for new housing developments.

Target date: December, 1983

Priority: 2

21. Actively enforce new state construction standards for energy efficiency.

Implementation: Acquaint building inspector with new standards. Distribute new building standards to building permit applicants.

Target date: Ongoing

Priority: 2

22. Strive to make city buildings energy efficient.

Implementation: Conduct an energy audit of all city buildings. Ensure that all new city buildings are energy efficient. Apply for funds for solar water heater for city pool.

Target date: September, 1983

Priority: 3

23. Establish a community recycling program.

Implementation: Renegotiate trash pick-up contract to include separate pick-up of cans and bottles at curbside or at bins throughout city. Explore salvage contract for dump.

Target date: June, 1984

Priority: 1

24. Explore new sources of power for Portola including biomass, wind, and water.

Implementation: The city should seek small local businesses with capacity to build new energy systems including:

a. biomass conversion at dumpsite

b. wind generation

Explore the establishment of a municipal utility which would:

a. Generate power for the city from the Lake Davis waterline

b. Coordinate city energy programs

- c. Perform solar design review of new housing developments
- d. Promote the use of solar equipment
- e. Create a conservation point system to rate homes for sale to be used voluntarily by homeowners and developers as a sales incentive
- f. Conduct public education programs
Loans and grants are available for new energy generation from EDA, CDBG, and the State Solid Waste Management Board.
Target date: August, 1985
Priority: 2

24. Explore funding for energy programs.

Implementation: An energy conservation program must come out of a partnership of the city, residents, and businesses. The city, however, has a key role in linking funds available to needed projects. A number of funding methods are available. Those sources listed here are the most feasible for the City of Portola.

HOUSING ELEMENT - GENERAL IMPLEMENTATION TECHNIQUES

There are a number of ways the city could promote the construction of low and moderate income housing without relying extensively on state or federal funds. The city has the ability to create a favorable climate which would attract construction of affordable housing units. A number of methods are available including:

Zoning and Land Use Regulation

The city can insure that an adequate number of sites zoned for housing are available.

Granny Flats

A 1982 state law requires cities to create ordinances or procedures to allow for the construction of second units on single-family lots (granny flats) by July 1, 1983. These units can help provide needed housing units particularly for elderly and low income persons since they are usually small rental units. They can also provide additional income to the primary residence homeowner. Allowing the construction of second units in Portola will be a beneficial addition to the housing stock. The city should create a granny flat ordinance in order to insure that equal standards and good design principles are used citywide.

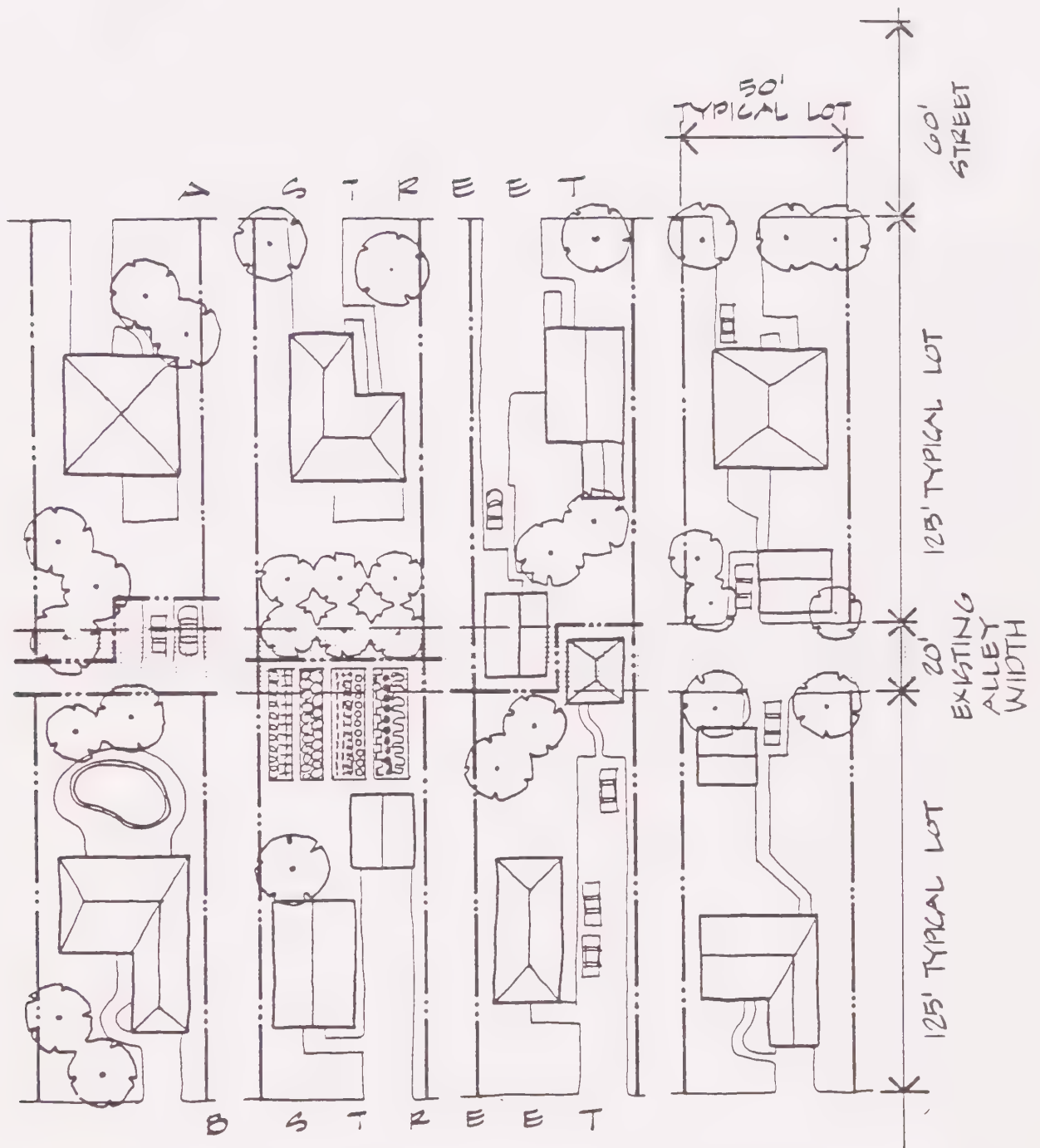
In developing its granny flat ordinance, the city should keep in mind ways to allow the increased density without changing the single family nature of neighborhoods. This could be achieved by requiring normal height, setback, and other building requirements and limiting maximum square footage of the unit. Design requirements could prohibit an additional entrance to the front of the house or other external evidence of occupancy by more than one family in order to retain the visual character of the neighborhood. The city could also make certain areas of the city off limits to second units due to traffic volume, street widths, or lot sizes. The city should also include provisions to bring existing illegal second units up to code.

Use of Alleys

Portola neighborhoods were built when alleys were popular, a remnant of eastern neighborhood design. While alleys provide a function (additional access and trash storage), they can become neglected sinks creating an eyesore and a public hazard. In Portola, alley property could be put to much better use. Uses for old alleys include neighborhood recreational facilities, yard expansion, and housing. In order to promote the creation of second units, the city could deed alley property to homeowners wishing to construct granny flats. The city should identify alleys appropriate for such uses.

Mixed Use Housing

The allowance of housing in the Portola downtown area would provide affordable housing for two special needs households: elderly persons or couples who need to be close to services and shops and who cannot afford to keep a house or apartment; and new small business owners who would like to combine business and home rent while they are getting a start. In addition, residences in a downtown area make use of often wasted space (upstairs areas) and help make downtown a more welcoming place at night which can help attract business. The creation of an



REDUCE
ALLEY WIDTH-
CONVERT
REMAINDER
TO PARKING
+ ENLARGE
YARD

ABANDON
ALLEY /
ENLARGE
YARD SIZE

ABANDON
ALLEY /
CONSTRUCT
GRANNY
UNITS

UPGRADE
ALLEY /
CONSTRUCT
GRANNY
UNITS
ORIENTED
TO ALLEY

ALLEY CONCEPTS

overlay zone in the downtown business district could combine residential and commercial as allowed uses and help insure that existing residential in the area is not lost.

Land Write-Downs

The city can purchase land through use of grant monies which can then be offered at a decreased cost or leased to developers who agree to construct affordable housing. In this case, the city would want long term speculation control so that the investment would truly benefit the intended income group. Requiring certain rental levels or requiring purchase of the units through a limited equity co-op would insure this end. Land is expensive and city funds are limited but through bargain sales, property can be acquired at a fraction of its market value. This method could also be used for land acquisition along the river. The Trust for Public Land uses the bargain sale approach in many of its land purchases. The strategy is simple. A corporation or individual landowner is asked to sell the property in question for less than market rate or to donate it. The seller can then write the loss off his taxes. Donating land or money to non-profit groups or to government agencies offers the maximum tax benefits.

An example would be of a landowner with a property worth \$10,000 which he bought for \$4,000 who is considering selling it to the city for \$3,000. In essence, the donation would come to \$7,000 which would decrease his capital gains and thus his taxable income. He would be taxed on only \$720 and receive \$3,000 for the property.

	%	FMV	Original Price	Capital Gain	Taxable
Fair Market Value					
Sale	30	3,000	1,200	1,800	720
Donation	70	7,000	2,800	4,200	

Source: Trust for Public Land

Many persons donate their homes to churches or charitable groups in their wills. This method can insure the preservation of the home for historic reasons or for affordable housing or another community use if deed restrictions are used. Inheritance taxes are then also lessened. The city could make information on this sort of donation available and a non-profit housing corporation could even receive deeded donations.

Cooperatives

A cooperative is a non-profit group that is formed to meet a common need. The group is usually formed by pooling the capital of the members who then completely own and control their business. A co-op is run on the principles of open membership, democratic control (one member, one vote - regardless of investment), limited return on invested capital, and net savings being distributed proportionately to members (which can be done by provision of services or proportional dividends). Services that co-ops provide include marketing, health, financial services, as well as housing.

Housing co-ops may be the key to home ownership for families of low and moderate income. A housing co-op is formed by a group of tenants

who decide to buy their building or group of homes. The tenants form a non-profit corporation, make an offer, and secure financing. Monthly housing costs then remain stable since members are purchasing rather than renting their unit. Members agree to a system of equity gain varying from no equity, to equity adjusted for inflation, to equity based on principal paid. Through housing cooperatives, residents receive all the benefits of home ownership, are protected from eviction, and can control the management of the housing.

Municipal Bonds

Through use of the redevelopment process, municipal bonds could be issued to finance mortgages, to establish a revolving loan fund, or to establish any other kind of housing assistance program. Loans could be of the deferred interest type to keep monthly costs down. SB 99 bond money could also be used for construction in rehabilitation areas. In addition, tax increment secured bonds could be used to capture the "benefits" of housing rehabilitation in redevelopment areas. Assessment district bonds can also be used for the financing of municipal improvements such as streets and sidewalks.

CDBG Funds

Community Development Block Grants could be used for housing. Cities now are allowed great discretion in use of CDBG funds but the original intent behind the allocation of funds in the 1974 Housing and Community Development Act reads:

"The primary objective of this title is the development of viable urban communities, by providing decent housing and a suitable living environment and expanding economic opportunities, principally for persons of low and moderate income."

Minicipal Mortgage Insurance

The city could create an agency or make arrangements with a private insurance agency to provide mortgage insurance similar to FHA and VA insurance. A cash reserve fund would be necessary to meet defaults which could be obtained through CDBG or a bond issue. A tax increment secured bond could also be used. Little upfront money is needed. For example, the City of Dallas placed \$66,667 in a loan indemnification fund which secured \$500,000 in loans by local banks.

Publicly Owned Housing

Another method of providing affordable housing is through direct city ownership, but there are tremendous political constraints to city ownership. The past record has not been successful. The blame has generally been placed on the tenants of publicly owned housing projects. Extensive lobbying by the real estate industry has helped convince many Americans that a low-income housing project would have a blighting influence on their neighborhoods. Article 34 of the State Constitution prohibits city constructed housing projects without a 2/3 vote of the electorate.

Community Development Corporation

One way for the city to participate in creating cooperative home ownership is through assisting in the development of a community development corporation (CDC). CDC's are non-profit or profit-making corporations directed by local residents. One of the activities they can undertake is the construction of housing projects. CDC's provide an excellent focal point for joint ventures between the city and the pri-

vate sector. The city can channel funds for housing through the corporation which can be leveraged through the private sector.

The Santa Barbara Housing Corporation has developed several successful housing ventures. Their 84 unit cooperative was funded through HUD Section 202. Another California CDC has had even more direct city involvement. The City of Palo Alto formed the Palo Alto Housing Corporation (PAHC) in 1969. The city actually contracts with PAHC for low and moderate income housing consulting services. It is essentially responsible for developing city programs in this area. A number of complexes have been constructed using CDBG, Section 236, and California Housing Finance Agency funds. Currently PAHC is buying existing rental housing to preserve its affordability.

The structure of a non-profit CDC is usually that of an umbrella to a number of related firms necessary to the activities of the CDC (credit union construction firm, job training program). Some of the associated programs may be for-profit firms. Membership on the CDC Board of Directors may vary. Requirements are outlined at the time of incorporation. If the CDC works in conjunction with the city, it is appropriate for city representatives to sit on the board. The city should contact Neighborhood Housing Services for their expertise in this area.

The City as a Watchdog

Under the Community Reinvestment Act (CRA), Savings and Loan institutions must invest in the neighborhood in which they are located. The city is the obvious watchdog. In addition to an active CRA watchdog role, the city could refuse to deposit funds in banks that do not loan for co-op mortgages or for other sorts of city advocated housing.

Construction Loan Fund

The city could combat high interest rates on construction financing by establishing an interim construction financing loan fund. Construction costs could also be cut by "fast-tracking" the permit process. The city could also aid construction firms in setting up mortgage financing. This process could be performed through a community development corporation.

National Consumer Cooperative Bank

The Co-op Bank was initially capitalized by Congress but has now lost its funding. It is now privately supported through the sale of stock. Loans are issued at prevailing interest rates, though below market rates are available to new co-ops, for organizing costs and consulting fees. The city should consider leveraging funds to provide low interest loans through this bank and use its services.

FUNDING SOURCES/TECHNIQUES AVAILABLE

<u>Agency</u>	<u>Program/Activities Funded</u>	<u>Type</u>
<u>Local</u>		
City	Zoning and Land-Use Regulation	
	Land Write-Downs and Land Banking	
	Anti-Redlining Practices	
	Codes	
	Code Enforcement	
	Inclusionary Ordinances	
	Expedited Processing	
	Speculation Controls	
	Rent Stabilization	
	Occupancy Ordinances	
	Growth Management	
	Cooperative Housing	
	Housing Development Corporations	
	Condominium Conversion Ordinances	
	Open Housing Programs	
	Home Management Training	
	Landlord-Tenant Mediation	
	Housing Court	
	Eviction Controls	
	Tax Increment Financing	
<u>State</u>		
Housing Finance Agency	Direct Lending for Home Ownership and Home Improvements	Loan
	Neighborhood Preservation	Loan
	Multi-Family Rental Housing Financing	Financing
Housing & Community Development	Community Development Block Grants	Grant
	Farmworker Housing	Grant
	Rural Predevelopment	Loan
	Urban Predevelopment for Preliminary Development Costs in Rural Areas	Loan
	Low Income Home Management Training Program	Grant
	Marks-Foran Residential Rehabilitation Act	Loan
	SB99 - New Construction	Loan

Rental Housing Construction	
Rural Land Purchase Program	Grant
Housing Advisory Service for Self-Help Construction and Rehab	Grant
Cal-Vet Home Loans	Loan
California National Guard Farm and Home Loan Program	Loan

Federal

HUD	Public Housing through Section 23 and Section 8	Loan
	Section 202 - Direct Loans to elderly or handicapped	Loan
	Section 312 - Rehabilitation Loans	Loan
	Title I Insurance - Property Improvement Loans	Loan
	Urban Homesteading	Loan
FmHmA	Section 515 - Rural Rental Housing Assistance	Loan
	Section 502 - Rural Homeownership Assistance	Loan

Other

A number of private foundations distribute grants that could be used for housing related projects. Many non-profit corporations give assistance on a grant or fee basis to help communities start housing development corporations including:

Chico Housing Improvement Project
539 Flume Street
Chico, CA 95926
(Fran Wagstaff)

National Housing and Economic Development
Law Corporation
Berkeley, CA
(Lloyd Lee)

Neighborhood Housing Services
California Street
San Francisco, CA
(Bill Frey)
(no new projects until end of 1984)

People's Self-Help Housing Corp.
1545 Los Osos Valley Road, #A-5
San Luis Obispo, CA 93416
(Jeanette Duncan)

Rural California Housing Corp.
2007 "O" Street
Sacramento, CA 95814
(Adam Najera)

Rural Communities Housing Development Corporation
101 West Church
Ukiah, CA 95482
(Duane Hill, Executive Director)

ENERGY PROGRAM FUNDING POSSIBILITIES

<u>Source</u>	<u>Name of Program</u>	<u>Possible Use</u>	<u>Type</u>
Local	Municipal reserves or pension fund deposited in local bank	Leveraging for conservation loans by bank (no risk to city) or as loan guarantees	
State Parks	Urban open space and recreation program -- innovative programs funds	Solar water heater for city pool or other innovative energy facility	Grant
California Energy Commission	Schools and hospitals energy loan program	Retrofit loans for schools and hospitals	Loan
California Energy Commission	Streetlight conversion loan program	Street light retrofitting	Grant
California Energy Extension Service	Energy conservation contracts	Efforts to work with renters/ landlords, small businesses and other special targets	Grant
Solid Waste Management Board	Materials and energy recovery grants	Waste-to-energy projects or recycling	Grant
Department of Energy	Environmental and energy education	School and community conservation education programs	Grant
HCD	Deferred payment rehabilitation fund	Housing rehab and energy conservation for low and moderate income	Loan
HCD	Self-help housing assistance	Self-help housing projects which could include weatherization and retrofit	Grant
Office of Economic Opportunity	Low income weatherization assistance	Weatherization grants	Grant
Community Services Administration	Regional solar incentives program	Material costs of solar projects	Grant
HUD	Community Development Block Grant	Energy projects geared to low and moderate income households	Grant
Department of Agriculture-Farmer's Home Administration	Community Facilities	Upgrading facilities, swimming pool solar heating	Loan

Economic
Development
Administration

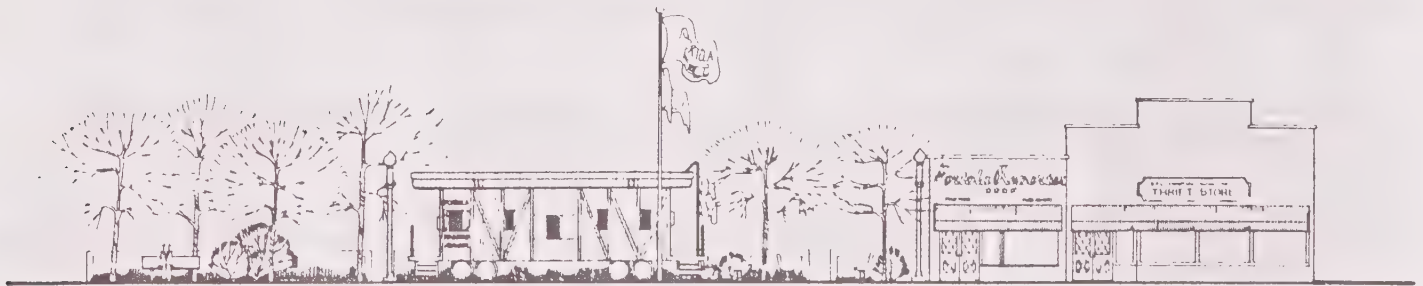
Biomass development

Loans for biomass
development to businesses
in areas with unemployment
problems

Loan
or
Grant

Impacts

The environmental impact of a housing element is largely a result of its growth inducing impact. However, the Portola Housing Element includes programs to meet projected housing need based on historic growth trends only. Impacts of acreage designated for housing is discussed in the Land Use Element. The impacts of individual housing projects will be mitigated as they are proposed. But the Housing Element includes general guidelines in the area of site design, energy conservation, housing preservation and guides housing development away from sensitive and hazardous areas in an effort to reduce impacts of individual projects.



ECONOMIC

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Economic Element

The city has an important role to play by developing an economic strategy that promotes the city, provides assistance to local businesses, and recognizes and seeks businesses needed in Portola.

An economic development strategy is reached through analyzing employment trends, analyzing economic needs, and determining economic opportunities which are included in this General Plan.

EMPLOYMENT TRENDS IN THE PORTOLA AREA

Portola's economic and employment situation is greatly affected by both the county and statewide economies. An assessment of employment trends in the city must take both of these labor markets into account, compare them, assess the differences, and finally determine how Portola can benefit from them and how Portola can promote and develop its own economic base.

Countywide Trends

Employment in Plumas County increased 38% in the 1972-81 period, from an annual average of 3,975 in 1972 to 5,500 in 1981. (See Figure 1-A.) This growth did not occur as a smooth increase, as shown below.

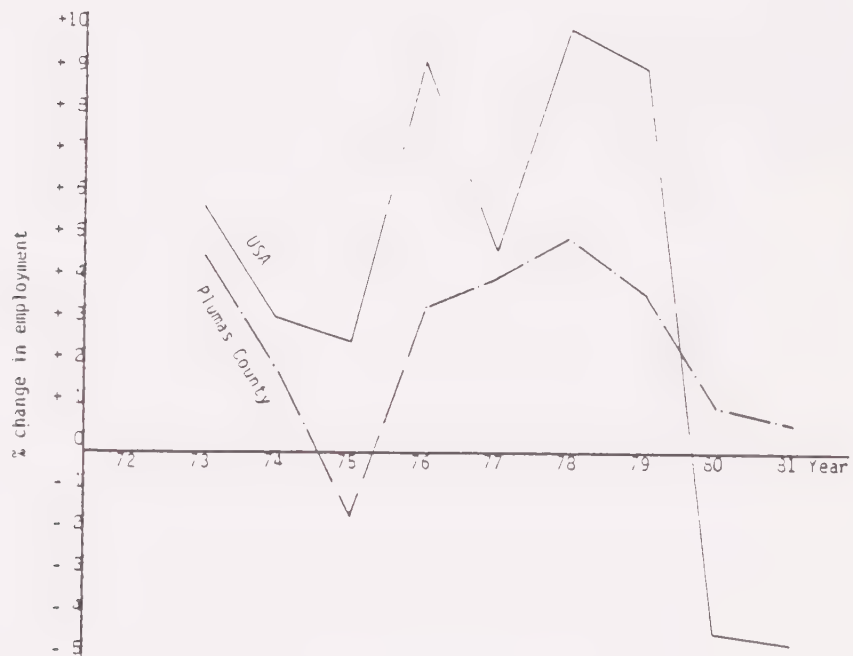


FIGURE TWO
ANNUAL EMPLOYMENT GROWTH RATES
PLUMAS COUNTY
AND
U.S. NON-AGRICULTURAL

Source: State of California Department of Employment Development

The period may be divided into three segments:

1972-75: Plumas County gained 450 jobs, a three year increase of 11.3%. Increased government employment accounted for 83% of this change (125 added federal and 250 state/local/education positions). This increase, along with sizable gains in the transportation/utilities, services, retail trade, and agriculture/forestry/fisheries, more than offset the loss of 175 manufacturing (mainly lumber mill) jobs.

1975-79: During these four years, Plumas County gained 1,625 jobs, a 37% increase. All sectors except transportation/public utilities, mining, and wholesale trade registered increases during this period. The growth was again led by state/local/education (+375 jobs) and retail trade (+350, a 61% increase). Services also posted a heavy gain (+250, a 67% increase). Perhaps the most significant factor in the accelerated growth, however, was the turn-around in manufacturing, (lumber mills) which gained 325 jobs (a 37% increase).

1979-81: Plumas County residents have been hit severely by the combination of recession and high interest rates. The 1981 unemployment rate of 17.3% was fourth highest among California's 58 counties. A total of 550 jobs were eliminated in this period. Only finance/insurance/real estate, services, and mining posted employment gains in this period. The decline was led by manufacturing (lumber mills) (down 225 jobs, or 18.75%), post-Prop. 13 state/local/education (down 125 jobs, or 8%), and construction (down 100 jobs, or 40%). Total employment decreased 9.1%, from 6,050 to 5,500, slightly below the 1978 level.

Seasonal Variation

Employment levels in Plumas County show marked seasonal variation, with employment approximately 34% higher in August than in February. The ten-year average employment measured in August is approximately 1,450 jobs higher than average February employment. (See Figure Three.) The difference peaked at 2,200 jobs in 1978 and dropped to approximately 1,000 in 1980 and 1981.

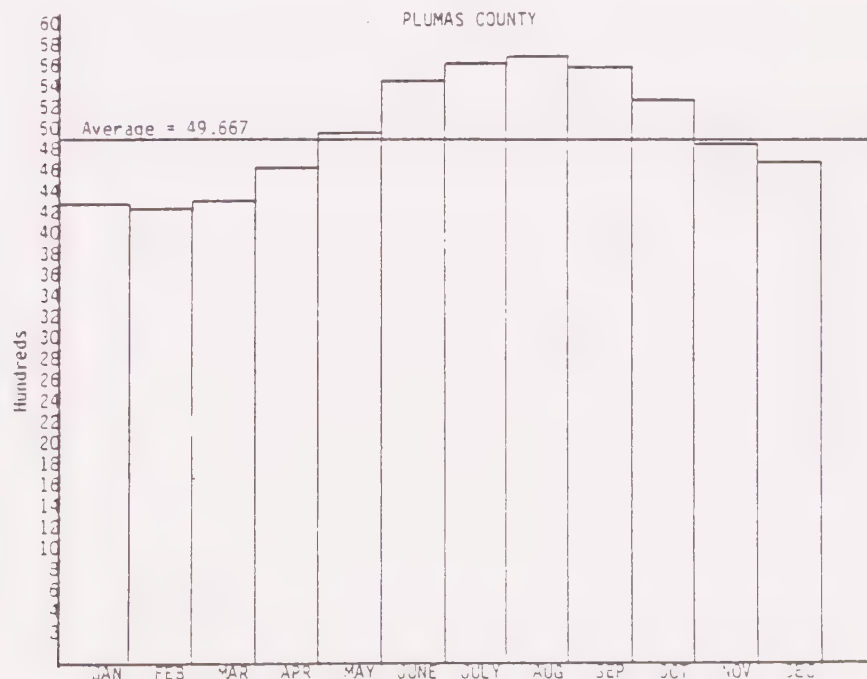


FIGURE THREE
EMPLOYMENT BY MONTH
Annual Average, 1972-81

Source: State of California Department of Employment Development

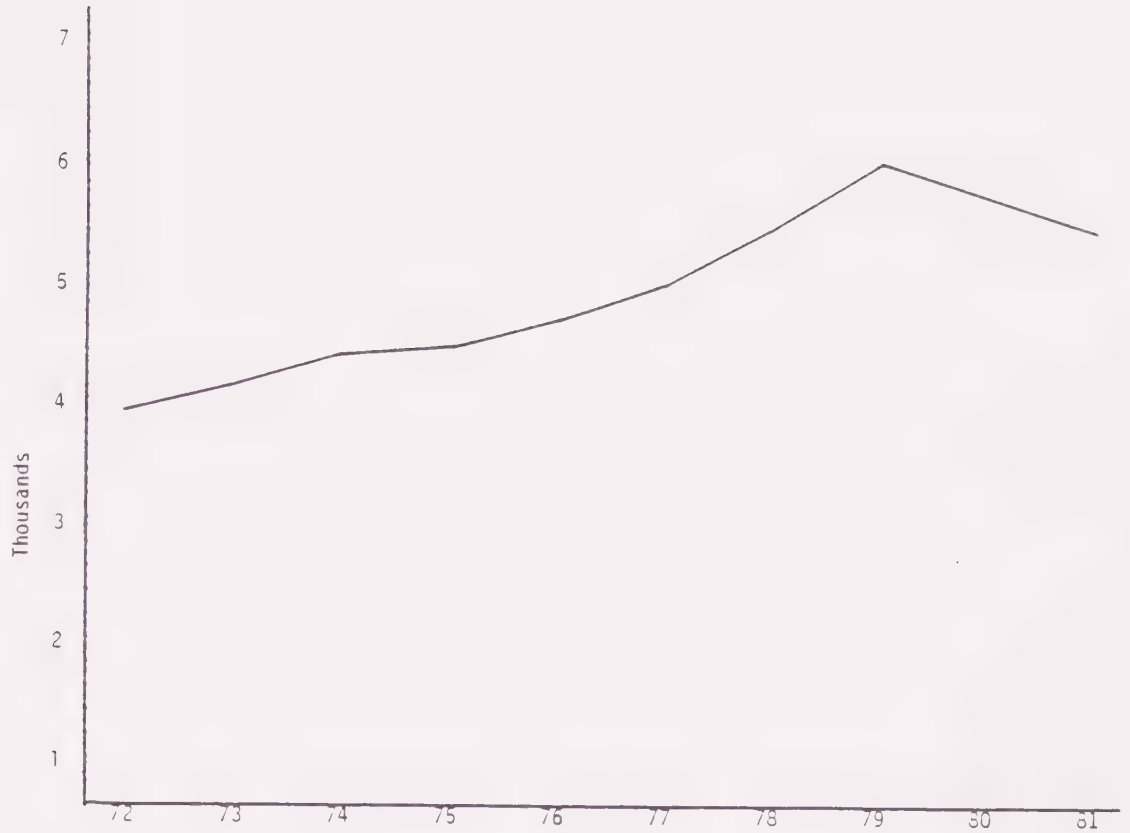
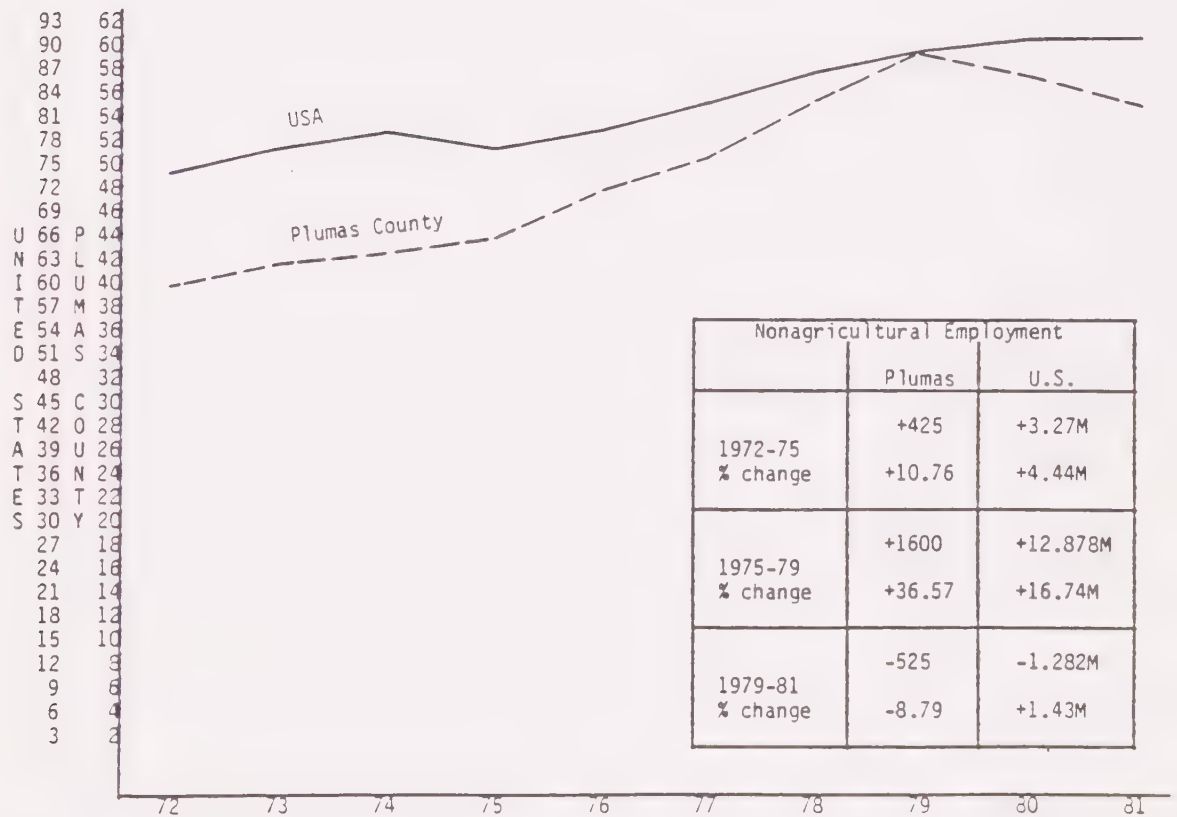


FIGURE ONE-A
TOTAL EMPLOYMENT - PLUMAS COUNTY
Annual Averages

Source: State of California Department of Employment Development



Nonagricultural Employment		
	Plumas	U.S.
1972-75	+425	+3.27M
% change	+10.76	+4.44M
1975-79	+1600	+12.878M
% change	+36.57	+16.74M
1979-81	-525	-1.282M
% change	-8.79	+1.43M

FIGURE ONE-B
NONAGRICULTURAL EMPLOYMENT
Comparative Trends

Source: State of California Employment Development Department

Industrial Structure

State and local government/education displaced manufacturing as the number one sector in the Plumas County economy in 1976. Approximately 25% of county wage and salary employees worked in this sector in 1981. Manufacturing ranks second with 17.7%. Retail trade is the third largest with 16.4%. Services rank fourth; transportation/utilities, fifth; and federal government, sixth.

Among these sectors, services, retail trade, and state/local/education each increased their share of county employment by at least 3%. Federal employment, finance/insurance/real estate, construction, agriculture/forestry/fisheries, and mining also posted increases. These improvements came at the expense of wholesale trade, transportation/utilities, and (especially) manufacturing.

TABLE ONE
SHARE OF PLUMAS COUNTY EMPLOYMENT
-- BY DIVISION

	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981
Agriculture/ Forestry/Fisheries	0.63	1.19	2.31	1.13	1.55	0.99	0.9	1.25	0.87	0.91
Mining	1.26	1.19	1.16	1.13	1.04	0.99	0.9	0.83	0.87	1.36
Construction	1.89	1.79	1.16	1.69	2.07	2.97	4.05	4.13	3.03	2.73
Manufacturing	26.42	25.6	23.12	19.77	20.73	20.79	20.72	19.83	19.05	17.73
FCPU	14.47	13.69	13.87	15.82	14.51	12.38	11.26	10.74	10.39	10.45
Wholesale	1.26	1.19	1.16	1.13	1.04	0.99	0.9	0.83	0.87	0.91
Retail	13.21	13.69	13.29	12.99	13.47	13.86	14.41	15.29	16.45	16.36
Fire	3.14	2.98	2.89	2.82	3.11	2.97	3.6	3.72	3.46	4.09
Services	8.18	7.74	8.09	8.47	9.84	8.42	9.91	10.33	11.69	11.82
Federal	7.55	7.74	8.67	9.6	9.33	8.91	9.01	8.26	9.96	8.64
State/ Local/Ed	22.01	23.21	24.28	25.42	23.32	26.73	24.32	24.79	23.38	25.00
Total	3975	4200	4325	4425	4825	5050	5550	6050	5775	5500

Source: *State of California
Department of Employment Development

In 1972, manufacturing was the number one sector, accounting for 26.4% of the area's jobs. By 1981, its share had dropped to 17.7%. The sector's share dropped every year except in 1975-77. The net result was a nine-year decrease of 75 jobs (-7.1%) mainly due to lumber mill production decrease.

In contrast, state and local government/education gained 500 jobs (+57.14%), while its share fluctuated between 22 and 26.7%. Interestingly, its final share, 1975 share, and 1979 share differ by only 0.7%. This sector, then, seems to be fairly stable.

Retail trade added 375 jobs for a 71.4% increase, while increasing its share from 13.2 to 16.4.

Services employment doubled from 325 to 650, while increasing its share from 8.2 to 11.8, with upward movement in 8 of 10 years.

Transportation/utilities, which includes railroad employment, was one of the less stable sectors. Although its 1981 level of employment was similar to its 1972 level of 575, its level rose to 700 in 1975 before dropping again. Thus, its share fluctuated between 10.4 and 15.8 during the period, before settling at 10.5, four full points below its 1972 (and 1976) level of 14.5.

Federal employment increased by 175 (up 58.33%), as its share moved up from 7.0 in 1972 to 10 in 1980 before settling at 8.6 in 1981.

Among the smaller sectors, finance/insurance/real estate grew from 125 to 225 (an 80% increase), as a result of strong performances in 1978, 1979, and (surprisingly) 1981. Share rose from 3.1 in 1972 to 4.1 in 1981.

Construction mirrored the county economy in its ups and downs. Employment in this sector doubled during the period (75 to 150), but the 1981 level was down from a 1979 peak of 250. Its share declined from 1.9 in 1972 to 1.2 in 1974, increased steadily to 4.1 in 1979, then dropped to 2.7 in 1981.

Agriculture/forestry/fisheries doubled its employment in the period (from 25 to 50), showing strong growth in 1972-74 before settling into a relatively stable employment level. Its share rose from 0.6 in 1972 to 2.3 in 1974, but eventually dropped to 0.9 in 1980 and 1981.

Mining exhibited constant employment of 50 from 1972 to 1980, then increased to 75 in 1981. Its share dropped from 1.3 in 1972 to 0.8 in 1979, then increased to 1.4 in 1981. Only mining, finance/insurance/real estate, and state/local/education posted real employment gains in 1981.

Wholesale trade remained stable at 50 employees throughout the period. Its relative share of regional employment therefore declined from 1.3 in 1972 to 0.9 in 1981.

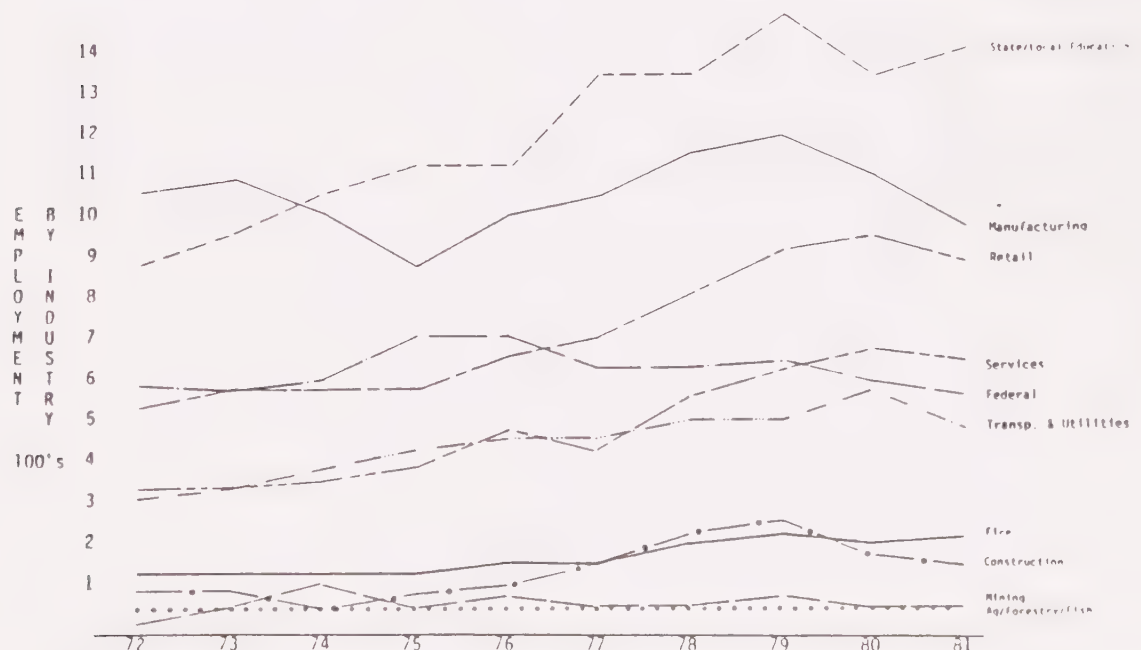


FIGURE FOUR
EMPLOYMENT TRENDS BY JOB TYPE
PLUMAS COUNTY

Source: State of California Employment Development Department

Portola
Residents

Annual employment data by place of work is not available for cities. However, the 1980 U.S. Census of Population did include a question regarding industry of employed persons residing in the City of Portola. Table Two below shows the distribution of employed Portola residents, as compared to State of California and United States data. It should be noted that government employees, as well as private sector employees, are placed in "industry" categories in this distribution. Thus, employees of the Plumas Unified School District are classified in education, hospital employees are in health, and postal workers in communications.

Major sectors in which Portola residents are employed include retail trade, 20.93%; transportation, 18.68%; health, 9.87%; education, 9.42%; durable goods manufacturing, 6.58%; and construction, 6.13%. Information is also provided regarding the private sector/public sector split. This indicates that as of April 1980, 4.33% of City of Portola employed residents work for federal government, 2.99% for state government, and 13.6% for local government.

	CITY OF PORTOLA	STATE OF CALIF.	UNITED STATES
	o/o	o/o	o/o
Agriculture/Forestry/Fish/Mining	2.99	3.32	4.02
Construction	6.13	5.55	5.91
Manufacturing-Durable Goods	6.58	14.15	13.79
Manufacturing-Nondurable	0.9	5.98	8.54
Transportation	18.68	4.2	4.33
Communication/Utilities	4.48	2.8	2.89
Wholesale Trade	2.99	4.58	4.35
Retail Trade	20.93	16.61	16.18
Finance/Insurance/Real Estate	4.04	7.08	5.96
Business/Repair Services	2.99	5.57	4.17
Personal/Entertainment/Recr. Serv.	4.33	4.98	4.19
Health	9.87	6.78	7.37
Education	9.42	8.09	8.65
Other Professional Services	1.49	5.07	4.24
Public Administration	4.19	5.23	5.4
	-----	-----	-----
Public Sector			
Federal	4.33	3.8	3.88
State	2.99	3.5	4.66
Local	13.6	9.07	8.59
Total	20.93	16.37	17.13

TABLE TWO
SECTORAL DISTRIBUTION
OF EMPLOYMENT BY RESIDENCE

Source: U.S. Census Bureau, 1980 Census of Population

Some distinct differences between City of Portola and Plumas County employment distributions may be inferred from this data. A much larger proportion of Portola residents work in the transportation/communications/utilities sector. Most of this employment is for Western Pacific Railroad. The railroad is the single largest employer in Portola. Western Pacific currently employs 149 conductors and brakemen full-time out of Portola. 26 additional workers are layed off and 25 workers are on furlough, meaning they may get intermittent runs. This work slow down constitutes a 32.6% unemployment/underemployment rate (16.6% unemployed, 16% on furlough). Engine service workers are also employed out of Portola but their contract is such that they are always paid, working or not.

The railroad slowdown has occurred slowly. 7-9 trains per day currently run through Portola, a loss of 4 trains since September and more over a number of years. The line is affected by shipping slowdowns most recently at the Ford plant in Milpitas. In the past, the elimination of the Zephyr passenger train was a major loss on the Feather River line. Switch engines and yard jobs were lost 7 years ago.

Union Pacific Railroad has recently merged with Western Pacific. It is unclear what this merger will mean to Portola. The fact that it is a long haul railroad should help Portola. Western Pacific was a short hauler and very susceptible to regional economic slumps. Extra traffic from Salt Lake will be picked up due to the merger. Other possibilities are still not solidified. \$100 million will be spent to update tracks and facilities on the line, but the amount to be spent on the Feather River section is unknown. The company will most probably be looking at better use of the yard and depot. Union Pacific may have a different attitude towards passenger service than Western Pacific, but the prospects for Amtrak service through the canyon are not good in the near future. It appears that Portola will remain a crew changing point due to the physical necessity of a changeover between Winnemucca and Oroville.

It is safe to assume, then, that the merger will not hurt Portola but it will not create a boom in the near future. Overall transportation trends, energy costs, and deregulation of trucking should help railroads in the long run. In addition, as the third largest railroad in the U.S. with oil, mining, and land divisions, Union Pacific is a stable company that could have much to offer Portola. The city should work closely with the railroad so that both entities will be aware of the other's plans. Areas of mutual concern should be identified. Portola should seek the partnership of the railroad in promotional activities and planning industry or business on railroad land particularly to benefit temporarily unemployed railroad workers who want to remain in Portola and accrue seniority with the railroad as work is available. Portola is essentially a company town and the company and the city should be working together to make it a better place to live and work.

Retail trade is locally significant as an employer. This is not surprising, considering the City of Portola's role as the major retail center serving southeastern Plumas County.

Employment above the regional, state, and national averages in education and health reflect the presence of Eastern Plumas District Hospital, Portola High School, Portola Elementary School, and Portola PreSchool.

Construction employment in the City of Portola constituted a significant share of the employment total in April 1980, perhaps reflecting the significant housing development proceeding in the area at that time.

While employment in the public sector (20.93%) was greater than the State of California (16.37%) and United States (17.13%) averages, this level was considerably below the Plumas County level (33.34%). One reason may be that most of the federal and state agencies active in Plumas County operate from Quincy offices. Only the U.S. Postal Service has an office in the City of Portola. (The Forest Service also has a Ranger Station in Mohawk.) Among state agencies, the State of California Department of Water Resources and CALTRANS operate maintenance stations in Beckwourth, while the local telephone directory indicates a Water Master with an address on Grizzly Creek Road in the unincorporated area outside Portola.

Another sector which is much less important in the City of Portola economy than in Plumas County is manufacturing, which accounts for only 7.48% of employment among City residents. This reflects the geographical distribution of County manufacturing employment. According to County Business Patterns, a U.S. Department of Commerce publication, 897 of Plumas County's 990 manufacturing employees were in the lumber and wood products sector. At least 543 of these employees worked at one of three large general sawmills and planing mills --Collins Pine Company in Chester, Sierra Pacific Industries in Quincy, and Louisiana Pacific Corporation in Crescent Mills. Quincy is 33 miles from Portola; Crescent Mills, 52 miles; Chester, 81 miles.

However, among City of Portola respondents to questions on commuting, only 129 of 634 indicated a trip to work travel time of thirty minutes or more. Among these, 56 worked out of state (presumably in the Reno area). Eighty respondents (12.62%) did indicate a one-way trip to work of at least one hour. The Chester-Greenville area manufacturers may be beyond the normally acceptable commuting range of most Portola residents. Those who are willing to commute are more likely to choose the differing, more diversified Reno area job market, given its size and proximity.

In share of total employment, City of Portola employed residents are less likely than other Californians to be employed in primary resource industries, manufacturing, wholesale trade, finance/insurance/real estate, business/repair services, personal/entertainment/recreation, professional services (other than health and education), and public administration. However, the City of Portola shares in three of these

sectors (finance/insurance/real estate, wholesale trade, and primary resources) exceed county levels.

Unemployment in Portola

As of April 1, 1980, 793 of Portola's 1885 residents (42.07%) were in the civilian labor force. One hundred twenty-four (124) of these persons were unemployed -- 15.6%. The unemployment rate is higher among males (19%) than females (10.5%), apparently reflecting differing occupational and/or industrial distributions.

Minorities are more likely to suffer unemployment, as is usual nationwide. Five of the city's twelve Indians in the labor force were unemployed. In 1980 the unemployment rate among Hispanics was 53.7% -- 73% among males.

The unemployment rate among Portola residents in the labor force, at 15.6%, was 136% higher than the 6.6% which characterized both the State of California and the United States at Census time. However, residents of other areas in Plumas County were faring even worse: an unemployment rate of 20.5% in April 1980.

Traditionally, unemployment has served as a complement to employment levels in Plumas County. As employment declines in the autumn, the number of unemployed residents climbs, peaking in the winter months. Then, with the increased number of jobs in spring, the unemployment rate begins to fall. Recently, however, even the summer minimum unemployment rates have exceeded state and national levels.

The annual average Plumas County unemployment rate has been consistently in "double digits" since 1977. Unemployment dropped from 16% in 1977 to 13.2% in 1978 and 1979, inched upward to 13.8% in 1980, then swelled (with the nationwide recession) to 17.3% in 1981.

Plumas County's unemployment rate in 1981 was fourth highest among California's 58 counties. In a society where 7.5% indicates a recession and a 10% unemployment rate generates political competition to establish public job programs, Plumas County may be considered to be experiencing a depression. Furthermore, the Labor Market Newsletter 1982-83 indicates that the situation will probably get worse before it gets better.

A major contributor to the unemployment in Plumas County is the condition of the lumber and wood products sector, which has generally accounted for approximately 90% of Plumas County manufacturing employment. The nationwide slump in housing construction prompted by high interest rates and the moderate recession in the national economy were particularly devastating to the lumber industry. Unofficial newspaper reports indicate that about 45% of the Plumas County labor force experienced in this industry are unemployed.

Among the twelve California counties which produced more than 100,000 MBF (million board feet) of timber in 1977, nine had unemployment rates in 1981 above 13%. (Four of these counties - Trinity, Plumas, Del Norte, and Siskiyou - were experiencing unemployment rates above 16%.) Unemployment in the remaining counties was in the 10%-13% range, well above the California state average of 7.4%.

The downturn in lumber and wood has secondary impacts in other sectors, as the 1979-81 employment data revealed. Although the housing slump has worsened conditions in the lumber/wood industry, its growth over the ten-year period has lagged behind other sectors. Furthermore, as has been noted, Portola residents are more likely to be employed in other sectors. Therefore, future employment opportunities analysis should focus on alternative elements of the economic base, such as tourism.

MARKET/ECONOMIC NEEDS ASSESSMENT

In addition to analyzing employment trends, market and economic needs must be assessed in developing an economic strategy. What does Portola lack that would help attract and retain business? And what assets should Portola be making businesses aware of? Are labor force characteristics, cost or availability of utilities, transportation, housing, schools, raw materials, or availability of raw land a problem or a plus in Portola? Finally, all the information should point to areas of economic opportunity for Portola.

Labor Force Characteristics

As noted in the previous section on employment trends, Portola's labor force numbers 793 persons in a countywide work force of 6625. Among those working, transportation, retail trade, health, and educational services are the largest employers. It is a work force that is young and well-educated, yet experiencing a high unemployment rate.

Portola Labor Market Characteristics

Population Ages 15-59	- 56.2%
English Speaking	- 98.0%
Education	
High School Grad	- 54.1%
Some College (to 5 years)	- 22.5%
% Women in Labor Force w/children	- 37.7%
Unions: Railroad, Construction, Government Agencies	

Community Amenities

Housing - The Portola planning area contains 1281 housing units. 70% of these homes are single family dwellings. Average rent paid is \$200 and average homeowner costs are \$435 per month, both considerably less than the state average. Sales price of homes in late 1982 ranged from \$30,000 to \$80,000. The housing stock is older; 55% of the homes are older than thirty years old. Opportunities for renovation of older, relatively inexpensive homes is great. Neighborhoods are semi-rural in nature with tree lined streets and older homes in the original section of town and rustic in nature with an abundance of pine trees. Newer neighborhoods are of high quality construction with generally large homes.

Availability/Cost of Utilities

Water - Name of supplier: City of Portola
Maximum pumping capacity: 1.3 million gal/day
Average consumption: .8 mg/day
Cost: Flat rate, \$9.25/month
Connection charge: \$225

Water supply at present would provide no constraint to new business development

Sewer - Name of supplier: City of Portola
Capacity of sewer plant: 1.0 mg/day
Peak flow: .8 mg/day
Cost: Flat rate

Type of treatment plant: tertiary
Connection charge: \$500 inside city limits
\$750 outside city limits

No facilities for non-recoverable industrial wastewater exist.

Natural Gas - None

Electrical Power - Sierra Pacific Power Co.

Commercial rates:

First 50 kwh - \$300.00 per month + .05251/kwh

All excess kwh - \$5.40 per kwh additional

Plumas Sierra Rural Electric Cooperative

Commercial rates: 8.10 to 100/3.55¢ kwh after 100 kwh

Large power cust: Demand charge \$2.60/kwh

Electric rates are high in the area. The Plumas Sierra Rural Electric Cooperative offers rates that are about half Sierra Pacific's rates, but in only the area outside city limits. The Coop purchases their power from Western Area Power Administration. The current contract for power will expire in 2004. Price increases of 450% are expected by 1986.

Sierra Pacific electric rates within the city could conceivably prevent certain businesses from locating in the area. Certainly lower rates would serve as an attraction. The city should explore the possibility of forming an energy cooperative.

Availability
of Transpor-
tation

Rail: Western Pacific to Oakland (San Francisco), east to Odgen, Utah, and connecting with Southern Pacific at Reno, Nevada.

Truck: Daily service by Applegate Drayage Co., Heston Trucking Co. and United Parcel Service. Also Consolidated Trucking and DeAnza Trucking.

Air: Local charter flights to terminals at Reno, Sacramento and San Francisco from three county airports.

Bus: Greyhound - Overnight delivery to Sacramento, San Francisco, Oakland and Reno, Nevada.

Water: No port facilities.

Highways: State Route 70 (east/west) - State Route 89 (north/south) - Portions of State Routes 36, 49 and 147.

Airports: Three County Airports:

Chester - 5100' runway; Quincy - 4100' runway; Beckwourth - 4600' runway.

Source: Plumas County Chamber of Commerce

Vocational Training

Portola High School offers clerical, secretarial training and extensive shop skill training in addition to its college prep curriculum. The Feather River Junior College offers a number of trade/technical courses in woodworking, construction, automotive, solar technology, stable management and welding. Total enrollment at the college is 1133.

Schools

Public school students in the City of Portola attend Portola Elementary and Portola High Schools. Both facilities are located on a 37.37 acre campus at the southern edge of the developed portion of the City of Portola. The elementary school serves children in grades kindergarten through sixth grade. Seventh grade through twelfth grade are taught at the high school.

A new Portola Elementary School is planned on Lake Davis Road outside the existing city limits of Portola. This four classroom facility has been designed, and is expected to go to bid in Spring 1983.

ENROLLMENT DATA PORTOLA SCHOOLS, 1977-82

	<u>Elementary</u>	<u>High</u>	<u>Total</u>
1981-82	418	332	750
1980-81	444	359	803
1979-80	406	337	743
1978-79	390	349	739
1977-78	338	325	663

No capacity problems are foreseen in the near future. A few years ago, population growth was sufficiently strong in this area that overcrowding was projected, even with the new facility of Lake Davis Road. However, as the flow of migration has been reversed due to the depressed state of the local economy, present and planned classrooms are now expected to be able to comfortably accommodate enrollment.

A follow-up study of the 1981 Portola High graduating class by the Special Services Department of Plumas Unified School District revealed that 80.6% were continuing their education at either a four-year college (29%), community college (29%), or trade/technical school (92.6%). Among those attending community colleges, three of seven were attending Feather River College in Quincy. University students, however, were divided among seven state and private institutions.

While 74.2% of 1981 graduates were employed, most had part-time or seasonal jobs rather than full-time employment. An effective economic development program will be required if Plumas County is to avoid the massive out-migration of young adults which many rural counties regularly experienced prior to the 1970s.

MARKET TRENDS/ECONOMIC OPPORTUNITIES

Recreation/ Tourism

Traffic figures in the Portola area point to heavy recreation use. A 1976 Caltrans study showed that 76% of the summer visitors surveyed were in the County for recreational reasons. In addition, 49% of all the August traffic (resident and visitor) was recreational. The potential sales capture from these recreationists is great. Countywide, tourism (and seasonal residents) accounts for 22.11% of taxable sales.

Of course, recreation cannot be depended on year round for sales dollars currently. But heavy visitation does occur at times during the off seasons, especially the hunting and wood gathering seasons. According to the Forest Service, wood cutting permits increased from 2730 to 5384 just between 1981 and 1982. Christmas tree harvesting is also an industry on the rise. The city needs to attract these visitors to Portola through events and general upgrading of services and aesthetics. A detailed recreation plan is included in the Open Space and Conservation Element.

Tourism is a particularly great area of opportunity for new businesses for small towns such as Portola. It is estimated that almost 99% of all travel related businesses are small businesses. Portola needs to promote its recreational assets as described in the Conservation and Open Space Element. In addition, it must work to enhance the downtown shopping area as an attraction to recreationists and encourage the location of visitor service businesses.

Retail Trade

Market and employment trends point to a rise in the retail trade sector in Portola. Growth rates in retail sales in Portola were higher than the countywide gain in the period between 1978 and 1979, before the recession hit. Previous to that date, gains were fairly steady though on the average not as great as the county gain for the decade of 1970-80. The 1982 proportion of Portola residents employed in retail trade is also higher than the county total and is the largest single employment sector. (Portola: 20.93%, county: 16.4%) The evidence seems to point to the fact that Portola is maintaining its status as the retail center of eastern Plumas County, though not growing quite as quickly as county retail trade.

Growth Rates - Taxable Retail Transactions			
City of Portola		Plumas County	California
1979-80	- 0.36	- 1.48	+ 7.95
1978-79	+25.52	+23.28	+14.28
1977-78	+16.79	+17.67	+13.15
1976-77	+13.44	+20.37	+17.7
1975-76	+13.9	+18.93	+15.15
1970-80			

52.39% of countywide disposable income is spent on retail items. (1980 Survey of Buying Power, Sales and Marketing Management). In the Portola planning area this translates to \$5,128,366, not counting

tourism dollars. A need for programs aimed at maintaining Portola's status as a retail center, particularly in the light of shopping center proposals nearby in county jurisdiction, is apparent.

Retail development in the City of Portola is concentrated in two locations: downtown Portola (centering on two blocks of Commercial Street frontage) and the Sierra Avenue (Highway 70) commercial corridor. Downtown Portola businesses generally serve Portola area residents, while Highway 70 establishments attract additional dollars from tourists.

A land use survey of the City of Portola prepared in October 1981 revealed that the downtown area included at least two grocery stores, a pharmacy, department store, catalog store, two hardware stores, two bars, and one each of the following: sit-down restaurant, fast food stand, fabric shop, safe and lock shop, power tools sales outlet, glass shop, carpet shop, nursery, gift/hobby shop, curio shop, thrift store, boot shop, and clothing store.

This retail base is complemented by a barber shop, beauty salon, cleaners, and shoe repair shop (providing personal services), dentist and attorney's offices, post office, fire station, court and library, music/dance studio, newspaper office, Masonic temple, board and care facility, and -- for recreation -- a bowling alley and amusement arcade.

This represents a relatively wide variety of goods and services given the small population of the Portola market area. Unfortunately, there are also signs that downtown Portola has undergone deterioration over the years. At least five storefronts were vacant; an additional five structures were either boarded or appeared to be dilapidated to the extent of being impossible to utilize without major rehabilitation.

The Sierra Avenue corridor is characterized by newer commercial structures more fully utilized. The larger volume of tourist business makes this the preferred location for service stations (four), restaurants (six), motels (three) and sporting goods stores (three). The automobile, is also acknowledged in the presence of a car wash, auto dealer, tire store, at least two auto supply stores, and an auto repair shop.

The Sierra Avenue corridor has also emerged as the location for finance, insurance, and real estate activities. The only financial institutions in Portola (Bank of America and Placer Savings and Loan) are located here, as are five realtors' offices and two insurance offices.

Sierra Pacific, Portola Propane, and Van Gas conduct business at offices on Sierra, as do local manufacturers, craftsmen, contractors, distributors, and consultants.

Two grocery stores, a pharmacy, glass supply outlet, drapery shop, bakery, antique shop, liquor store, TV repair shop, bar, ceramics shop, and laundry are also included among this corridor's commercial uses.

**Economic
Opportunities**

Economic opportunities that have been identified as a result of this survey of employment trends and economic needs include capturing potential recreational dollars that could be spent in Portola and retention of businesses currently located in Portola. Obstacles to development that have been identified include a high unemployment rate, high electric rates, and retail competition from Reno and potential retail competition from a proposed shopping center on county land just outside city limits. Assets to development include the city's aesthetic and recreational amenities, proximity to Reno, the still intact status of the city as the retail center for eastern Plumas County, and the presence of the railroad and the highway.

SUMMARY: AN ECONOMIC STRATEGY FOR PORTOLA

The city's overall economic strategy should be prioritized as follows:

1. The retention of existing business
2. The expansion of existing business
3. Creation of new "homegrown" businesses
4. Attraction of new business

These priorities should be based on the expansion and promotion of the city's assets: river recreation, downtown Portola, and the railroad theme and they must be addressed citywide, in the river area planning, along Highway 70, and downtown.

Citywide

Citywide, a sense of pride in the appearance of the city needs to be created. The appearance of the city creates a character that either detracts or attracts visitors and investors. Through housing rehabilitation activities and strict enforcement of a nuisance ordinance, this problem can begin to be attacked.

Citywide, many of the economic programs suggested could most easily be carried out by a community based development corporation (CDC) whose board of directors would consist of community members, merchants, and city officials. A CDC is a non-profit corporation that can carry out a full range of promotional and development activities funded by private sources (merchants), public sources (the city and other levels of government), and foundations. Administration of an economic program by a CDC has a number of advantages over city administration. First, a CDC can take risks that a city, by law, cannot. Secondly, a CDC can apply for grants not available to cities or for-profit corporations. Finally, a CDC is community based and is a cooperative venture between city and private interests. A number of programs are available to assist in the formation of CDC's which are listed in the implementation section.

River Area

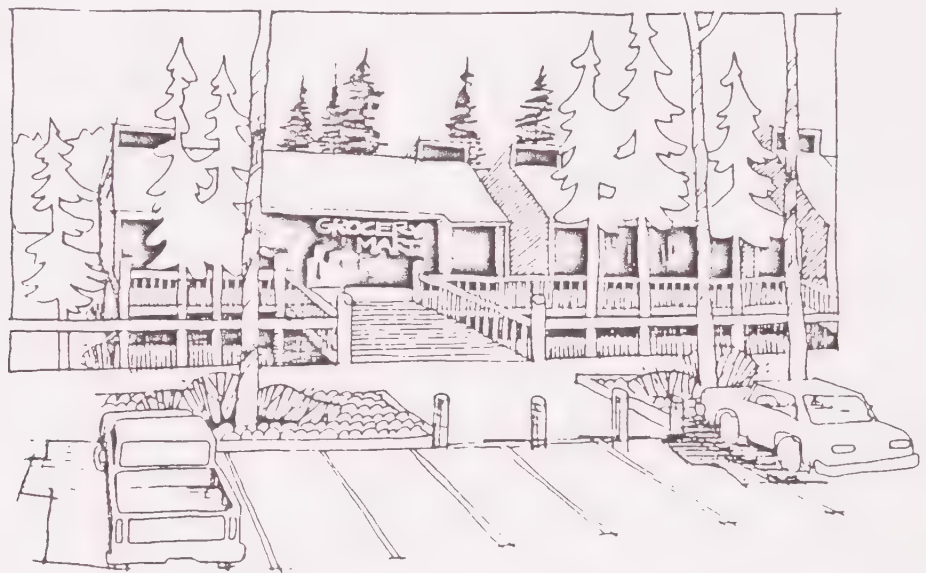
The Conservation and Open Space Element outlines a river recreation zone plan that is important to attracting visitors to Portola and preserving Portola's most valuable aesthetic resource. The plan includes trails, bike paths, access points, picnic areas, and a possible ice skating area. This plan should be implemented and Portola's riverside recreation should be actively promoted through signage on Highway 70 and the planning of numerous summer weekend events related to the river area which could include foot races, bike races, hand car rail races, etc. The implementation of the recreation plan for the river is an important part of Portola's economic strategy - the attraction of visitors to Portola.

Highway 70

Businesses in the Sierra Avenue corridor appear to be faring relatively well. There are individual buildings that require rehabilitation, but the overall viability of this strip is probably not threatened by the present economic situation. The aesthetic character of this strip, however, is important to Portola's economic future and must be improved. Highway 70 is most visitors' first view of Portola.

Currently the view would not invite a stay in Portola. Key entry points near city limits at both ends of town have been identified in the Conservation and Open Space Element and have been designated Specific Plan areas due to the importance of their "first impression" impact. Elsewhere on the strip, maximum views to the river must be retained or enhanced.

The aesthetic character of Highway 70 would be greatly improved by implementation of the parking guidelines in the Circulation Element. The minimizing of pavement to only essential parking and maneuvering area and the addition of natural landscaping would help humanize the strip and make it more welcoming to visitors. To the east and west of city limits Scenic Highway Element development guidelines should be adhered to. Signage and architectural design of new commercial structures along the highway should fit into the "rustic" nature of Portola and retain or add natural vegetation. Existing businesses along the highway should join together in creating signage and design guidelines to give their businesses a facelift.



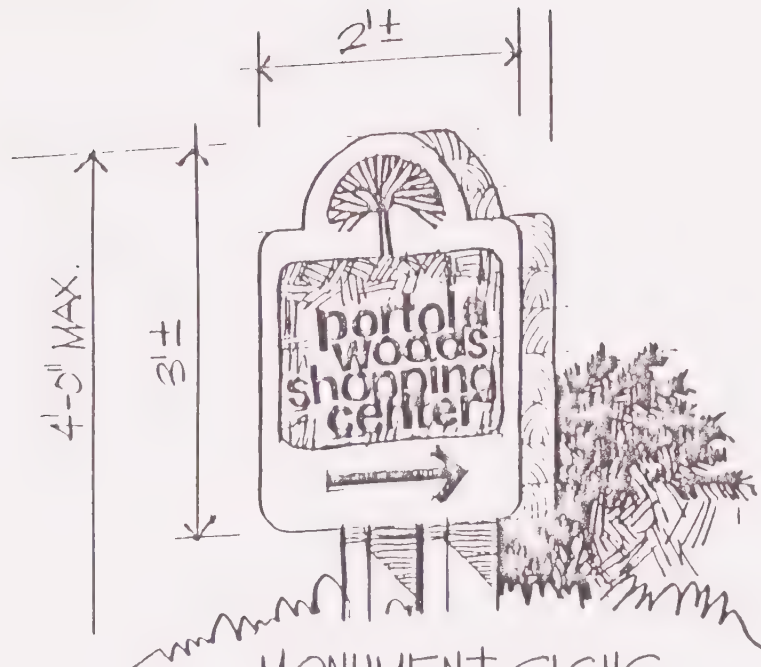
HIGHWAY PARKING CONCEPT

In addition, visitor services are necessary along the corridor. A number of services are necessary to help entice visitors to stop in Portola. A recreation related commercial zone along Highway 70 should be adopted to promote the creation of needed services. The main need is for more overnight facilities which could include motels, bed and breakfast inns, RV parks, and campgrounds.

VISITOR SERVICES POSSIBLE FOR COMMERCIAL RECREATION ZONE

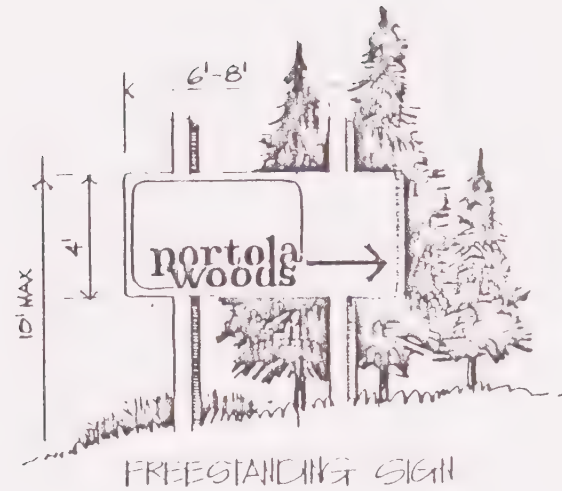
Theatre
Playhouse
Game Parlor
Bowling Alley
Pool Parlor
Ice Skating Rink
Designated Motorbike Area
Frisbee Golf Course

RV Overnight Park
Campground
Motel
Bed and Breakfast Inn
Flea Market Lot
Mobile Home Sanitary Dump Facility
Roller Skating Rink
Jogging/Exercise Course



MONUMENT SIGNS

- LOCATE @ ENTRANCES TO COMMERCIAL and MULTI-FAMILY



HIGHWAY SIGNAGE CONCEPTS

Downtown

Downtown Portola presents a different situation. While there are a number of highly successful businesses on Commercial Street, the number of vacant storefronts and abandoned buildings reflects that this location has problems. The potential development of new shopping centers outside city limits could lead to a large sales volume loss downtown, which would eventually increase the vacancy rate and contribute to the already existing image of a fading downtown area.

In order to aid in the revitalization of downtown Portola, a number of cooperative activities must take place as a concerted effort on the part of the city and downtown merchants. A December, 1982 Business/Merchant Survey pointed to areas of concern: aesthetics, parking, promotional factors, and services available. A downtown merchants association or community development corporation should be formed to work with the city.

Aesthetics - Aesthetics are important to a downtown area, particularly in older buildings that need special upkeep. The city can aid in a number of aesthetic projects involving street improvements, in others merchants will have to coordinate their efforts for the larger renovation needs. Aesthetic improvements downtown and on Highway 70 should not be left to chance. They should be a number one priority since the appearance of a city is the largest visitor attraction.

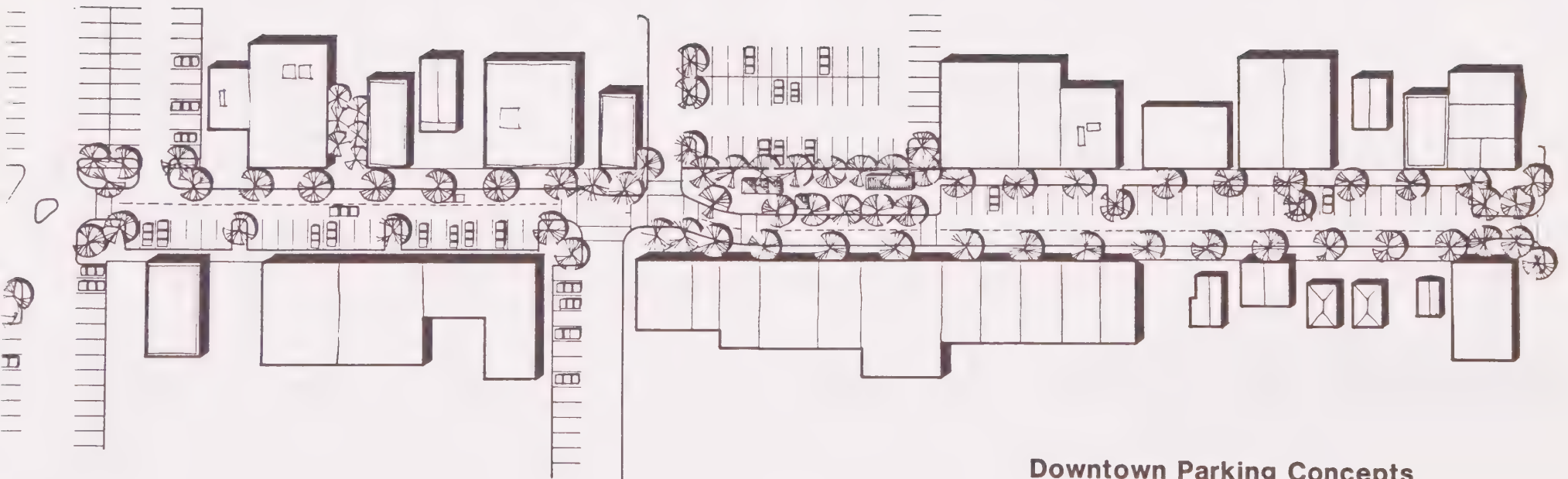
The conceptual design plan for downtown attempts to create a design plan that would not be overly costly to individual merchants. The plan illustrates the fact that simple changes such as paint, the addition of trims and shutters, awnings (which could roll up during the winter), landscaping, and signage would give downtown a new look. Street, sidewalk, and parking improvements should be undertaken by the city or a community development corporation. The possibility of narrowing the street next to Ayoob's parking lot to increase parking is shown as well as use of the city property at Commercial and California for parking. 90° street parking is suggested to allow for landscaping with no loss of parking. Sidewalks are widened to 9 feet with deciduous street trees at intervals for shade and aesthetics and upgraded with attractive brick or other textural material. The sidewalk in front of Ayoob's parking lot is widened to allow for a large activity area including the Chamber of Commerce caboose. Other possible sites for the caboose which would add to the railroad theme downtown include the city property at California and Commercial and the northwest corner of Gulling and Commercial. Any of these sites would also be appropriate for the railroad museum. Appropriate lighting and street furniture are also shown. In addition, in order to draw visitors downtown, the intersection at Gulling and Highway 70 should create an enticing entrance. Currently, there is no signage to announce the location of downtown. The lack of a stop light and adequate signage make downtown easy to miss. A conceptual design for the signage is shown.

Design Guidelines:

1. Sidewalks
 - a. Should be clean and uncracked.
 - b. Should be at least 8 feet wide.
 - c. Should be uncluttered with poles, signs, and garbage cans.
 - d. Should be ramped for wheelchairs.



Downtown Design Concepts



Downtown Parking Concepts

2. Buildings
 - a. Should be freshly painted and in repair.
 - b. Should be occupied - vacant buildings give the area a dying look.
 - c. Should maintain their original identity as much possible so that the identity of the community is not hidden.
3. Streets
 - a. Should be clean and well maintained.
4. Parking
 - a. Should be well lit and landscaped.
5. Rear Entrances
 - a. Should also be neat and inviting.
 - b. Should have easy, attractive access if parking is behind the building.
 - c. Trash should be screened.
 - d. Should not be completely forgotten as far as paint and landscaping.
6. Streetscape
 - a. Permanent landscaping should be part of the street scene. It should be irrigated to prevent neglect.
 - b. Signs should be small and neat.
 - c. Trash should be kept out of public view.

Parking - Downtown Portola has a shortage of off-street parking. Part of the downtown revitalization strategy is the creation of four yearly street events. These events will create a further need for parking. Current commercial space along Commercial Street requires approximately 120 parking spaces at a conservative standard of 1 space per 1000 square feet of commercial area. Approximately 100 spaces are currently available. The city should work to obtain land downtown for future off-street parking needs, for the current need for more sites, and for overflow parking during events. Requiring new merchants to bear the complete burden of providing new parking goes against the city goal of directing retail growth to downtown Portola. The Circulation Element discusses parking in more detail.

Parking Guidelines:

1. Should be adequate in quantity.
2. Long-term and short-term parking should be segregated. Employees should not tie up parking spots in front of stores.
3. Off-street parking should be within 300 feet of Commercial Street, preferably within eye contact of the stores it serves.
4. Should be paved, well lit, landscaped, and marked with parking space lines.
5. Should have handicapped sites.

Promotional Activities are important to a downtown area. Most downtown merchants advertise in the Portola Reporter, but collectively a promotional campaign could be organized that would reach beyond Portola and see more return per advertising dollar.



GULLING AND HIGHWAY 70 - CONCEPTUAL DESIGN

Promotional Guidelines:

1. Promotional activities by individual stores or as joint efforts should be planned a year ahead of time as an overall program.
2. Collective promotions should be utilized.
3. Collectively, the area merchants should spend 5-10% of its revenue on advertising, the national average.
4. 4 events a year should be planned downtown to keep interest alive and to attract visitors as well as a more intensive schedule of weekend events during the summer.

Services Available - Many Portola residents complain that the goods they need cannot be obtained downtown. The actual problem lies not in services unavailable, but variety of goods stocked. Through proper merchandising this problem can be minimized and downtown stores can lure shoppers. Merchants should ask themselves:

- A. Are we carrying "up-to-date" merchandise? If an article of clothing is not sold today, tomorrow it will be out of style. If we have display space filled with slow-moving, out-of-date merchandise, we are penalizing ourselves needlessly and we aren't reaching our sales potential. (Example: Do we keep "seasonal-type" clothing on the shelf after the season is gone? We would be better off to throw these clothes into the street and stock our shelves with current, up-to-date styles.)
- B. Have our stores selected a market and aggressively gone after it with a complete, well-stocked, up-to-date line of good quality merchandise, or are we still trying to be "everything to everybody?" When we try to have "one of everything", due to space limitations, we cannot carry a good depth in any one line; therefore, we offer little to our customers in a way of choice or selectivity.
- C. Are we really aware that the customer is the most important person in our business and that our goal is to be able to satisfy his wants and needs?
- D. Displays
 1. Are window displays interesting, attractive, and eye-catching, making us want to come inside and see what else you have to offer, or are they cluttered and covered with unattractive signs, posters, or stacks of merchandise such as paper towels or toilet paper?
 2. Are window displays changed regularly (weekly) or do they just attract dust rather than interest and attention?
 3. Is merchandise displayed attractively, enticing the customer to pick it up, look at it, and feel the material, or is it uninterestingly wrapped in plastic or displayed in cardboard shipping boxes?

4. Are we using our display space for storage, thereby packing and cramming our racks so tightly with merchandise that customers cannot browse and easily remove and replace the articles?

E. Store Layout

1. Are traffic patterns arranged in such a way as to draw us through the store, getting the maximum exposure for our merchandise?
2. Do we "departmentalize" our merchandise, making it convenient for the customer to do his shopping and find what he is searching for?
3. Have we properly separated, positioned, and arranged our "major shopping" items and our "impulse-type" items for their maximum potential?

F. Lighting

1. Is it sufficient to attract attention and properly show off our colors and highlight what we have done and what we have to offer? Remember, a customer will not buy what he does not or cannot see.
2. Is it modern and attractive, therefore complementing our store and merchandise, or is it old fluorescent tubes, hanging on wires and chains, giving us an old, out-dated appearance?

- G. Do we have aggressive, but polite, helpful employees who are well trained as to their duties and responsibilities? Do they know the product they are selling well enough to competently answer any of the customer's questions concerning the merchandise and its qualities?

- H. Are store operating hours convenient? (M, T, W, S 9:30AM - 6:00PM and TH, FRI 9:30AM - 9:00PM).

In order to carry out these guidelines, a downtown merchants' association should be formed in cooperation with the city. Originally, it should work towards standardizing shop hours, organizing events and collective promotions, and promoting downtown design guidelines. The city should cooperate by planning street, parking, and streetscape improvements and obtaining funds for small business start loans and renovation loans and assisting in the formation of a community development corporation which would merge city and merchant efforts.

ECONOMIC GOALS, POLICIES, PROGRAMS

GOAL THE DEVELOPMENT OF A BALANCED RESIDENTIAL COMMUNITY INCLUDING ACCESS TO JOBS, COMMUNITY FACILITIES AND SERVICES.

POLICIES It is the policy of the city to:

1. Promote economic development consistent with the General Plan.

Implementation: A yearly economic development plan shall be devised detailing accomplishments over the previous year, changes in the economy, new problems and potential, strategies for the coming year, and funding sources. The plan should be devised and overseen by the City Council or a community development corporation.

Target date: Ongoing

Priority: 1

2. Promote the creation of new job opportunities by working towards the retention and expansion of the present business community.

Implementation: Downtown revitalization including provision of amenities such as sidewalks, parking, and planting. Loan fund for business starts. Development of railroad museum. Promote the sponsorship of 4 yearly downtown events and weekend summer events.

Target date: Ongoing

Priority: 1 + 2

3. Promote recreational development within the city.

Implementation: Implementation of Conservation, Open Space, Recreation Element. Promote sponsorship of intensive weekend events related to railroad, river, and downtown over summer season to draw visitors. Loan fund for business starts including those providing services to recreational visitors.

Target date: Ongoing

Priority: 1

4. Help improve the local business climate.

Implementation: Create community improvements that will enhance the city in the eyes of potential business owners and recreational visitors. Priority should be on highly visible projects. Adopt a nuisance ordinance aimed at the clean-up of yard trash.

Target date: Ongoing

Priority: 1

5. Diversify the local economic base and stabilize seasonal employment fluctuation.

Implementation: Explore the creation of a revolving loan fund to aid the start of new "home-grown" businesses.

Explore other means available to provide capital for business starts including interest subsidies and loan guarantees. Participate in the planned promotion of the city in conjunction with the Chamber of Commerce.

Target date: Ongoing

Priority: 3

Target Dates Short range, target date: December, 1983

- Implementation of First Year Detailed Economic Development Plan
- Determine organizational structure of economic development activities: City Council or economic development corporation.
- Create Detailed Economic Development Plan for following year.

Ongoing Implementation

- Yearly, assess past year's economic development progress in relation to city policy.
- Provide information on city to potential industry and recreation related businesses.
- Continue to implement Conservation and Open Space Element.
- Continue quarterly events downtown.

FIRST YEAR DETAILED ECONOMIC DEVELOPMENT PLAN

Project: Downtown revitalization

Priority: 1

Elements: Explore creation of loan fund for business starts.

Coordinate rehab/aesthetic improvements: city sidewalk, parking, planting improvements. Determination of site for railroad museum and donation of land by city or purchase of appropriate site. Loan fund for travel related business starts

Measures of

Achievement: Business starts, aesthetic improvements

Expected Jobs: 10-20 ongoing

Completed Activities: Downtown concept plan

Planned Activities: Apply for funds, create downtown design plan, negotiate for railroad museum land if necessary

Time Span: 18 months

Cost Estimates: \$250,000

Funding Sources: CDBG, EDA, UDAG

Related General

Plan Policy: Economic Policies 1, 2, 4, 5

Project: New business support services
Priority: 1
Elements: Necessary support services to businesses and economic development
Measures of
 Achievement: Success of new business starts
Expected Jobs: 10-20 ongoing
Completed Activities: None
Planned Activities: Creation of non-profit community development corporation
Time Span: Ongoing
Cost Estimates: \$1,000/year
Funding Sources: CDBG, California Office of Local Economic Development, local businesses and banks
Related General
 Plan Policy: Economic Policy 2

Project: Recreational development
Priority: 1
Elements: Creation of Riverside Recreation Zone
Measures of
 Achievement: Land acquisition, facility construction
Expected Jobs: Ongoing as created by increased tourism
Completed Activities: River area plan
Planned Activities: Spelled out in Conservation/Open Space Element including: negotiations for acquisition of river area land, trail construction, highway signage
Time Span: One year preliminary, then ongoing
Cost Estimates: To be determined
Funding Sources: USFS (Youth Conservation Corps labor) private foundation grants, Trust for Public Land, Nature Conservancy. (See Open Space Element for additional sources.)
Related General
 Plan Policy: Conservation/Open Space policies, Economic Policy 3

Project: Planning of 4 annual downtown events and weekend events in summer
Priority: 2
Elements: An event per season: Railroad Days (Fall), River Days (Summer), Christmas Tree Cutting Festival (Winter), Spring in the Mountains (Spring)
Measures of
 Achievement: Completion and success of events
Expected Jobs: Support of current retail jobs
Completed Activities: Community ideas on events
Planned Activities: Find group sponsors for each event, publicize events
Time Span: 4 weekend events per year
Cost Estimates: Volunteer labor, publicity: \$2,000
Funding Sources: Donations
Related General
 Plan Policy: Economic Policy 2

Project: Community improvement

Priority: 3

Elements: Landscaping and signage of Gulling and Highway 70

Measures of

Achievement: Completion

Expected Jobs: Retention of current retail jobs

Completed Activities: Concept plan

Planned Activities: Signage announcing downtown and river trail area, landscaping of corners.

Time Span: 3 months

Cost Estimates: \$2,000, volunteer labor

Funding Sources: CDBG, private donations

Related General

Plan Policy: Economic Policy 4

FUNDING SOURCES/TECHNIQUES AVAILABLE

<u>Agency</u>	<u>Program/Activities Funded</u>	<u>Type</u>
<u>State</u>		
Department of Tourism	Tourism Promotion including: <ul style="list-style-type: none"> - referrals to visitors - brochure development - marketing strategy assistance - coordination of surrounding cities generally work with Chamber of Commerce	Advisory
Employment Development Department	CETA - Innovative job programs	Grant/ Training
Office of Economic and Business Development	General staff assistance & assistance in creation of community development corporations and other programs	Grant
Office of Small Business Development	Direct and state guaranteed loans to business	Loan
Housing and Community Development	CDBG funds can be used for economic development programs	Grant
<u>Federal</u>		
HUD	Urban development action grants - job creation/Portola is an eligible city	Grant
Economic Development Administration	Job creation programs & public investment necessary to encourage local business development	Grant
Small Business Administration	Section 502 and 503	Loans & Grants
Farmer's Home Administration	Public works projects and other rural assistance	Grant/ Loan

Private Non-profit Corporations
(Technical Assistance)

Great Northern Corporation
5902 Dunsmuir Avenue
Dunsmuir, CA 96025
(John Sheehan)

National Housing and Economic Development Law Project
Berkeley, CA
(Lloyd Lee)

Pacific Community Services
P.O. Box 1397
Pittsburg, CA 94565
(Tom LaFleur)

Local Initiatives
21 Sutter Street
San Francisco, CA 94104
(Henry Mestre)

Rural Communities Assistance Corp.
1900 "K" Street
Sacramento, CA 95814
(William French)

Self-Help Enterprises, Inc.
P.O. Box 351
Visalia, CA 93277
(Stanley Keasling)

Impact

The priorities listed in the Economic Element are to retain and expand existing employment in Portola. A facelift for the downtown and Highway 70 commercial areas and promotional activities to increase tourism are the main programs suggested. The element does not attempt to suggest ways to attract large scale growth inducing business development, since it would be unrealistic to expect. Steady growth to help the city recover from its economic slump especially downtown is the goal. The effects of increased traffic as a result of tourism would be largely mitigated by the fact that the planned commercial areas and recreation zone are separated from residential areas as are the streets that would carry the traffic. The long-term inefficiency and waste of resources that could result from Portola's commercial areas lack of ability to compete with Reno shopping and new commercial areas outside of city limits would have a greater negative impact.

C O N T E N T S

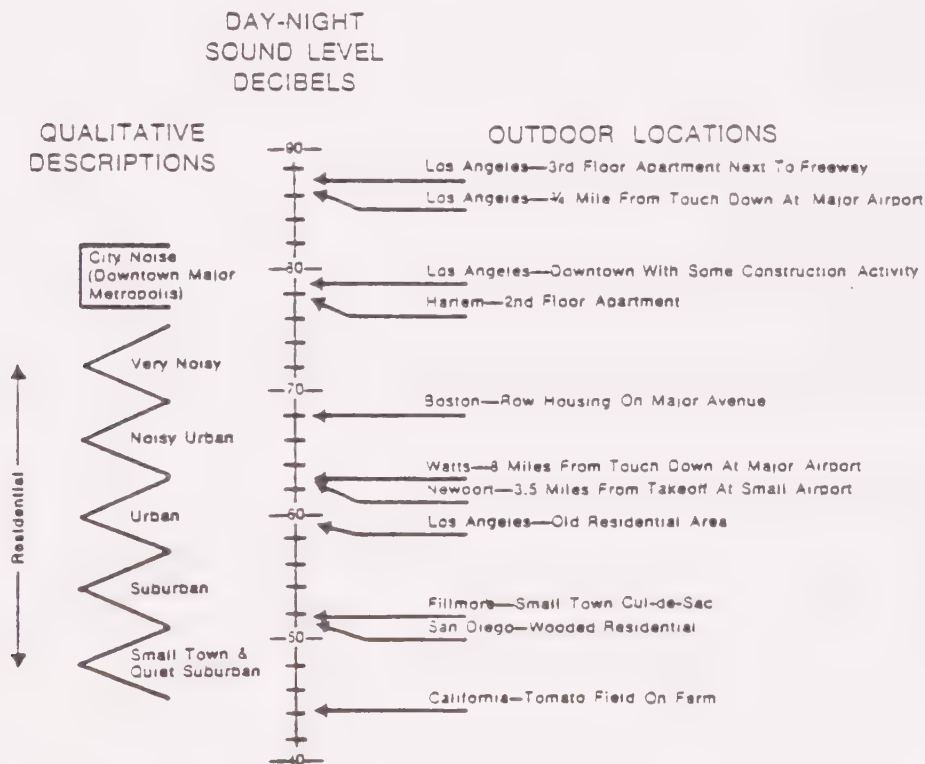
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Noise Element

Introduction

Noise is the presence of unwanted sound. Sounds can be considered noise by one listener and not another, depending on taste, emotional state, or the time of day. For instance, noise from the street at midday is not as bothersome as the same amount of noise at midnight when one is trying to sleep. Rock music is music to a rock fan, but perhaps noise to a classical music buff. And different personalities have differing capacities for coping with noise.

Certain noises, however, are universally annoying. Traffic noise is never pleasant and any constant noise is bothersome. Noise levels above certain levels are universally annoying. Sound is measured in decibel (dB) units which increase on a logarithmic scale. Ten decibels is 10 times as intense as 1 decibel, 20 decibels is 100 times intense, and 30 decibels is 1000 times intense. Various decibel levels and a qualitative description of each are shown below. They are listed in decibels by day-night sound level (Ldn) which is an average noise level that weights night time noise more heavily since it is more bothersome.



Impairment to hearing begins at 70 dBA. Damage to the ear begins at 90 dBA. But noise above 60 dBA is considered annoying. People will start complaining about noise at this level. 55 dBA is the recommended upper limit for a residential area during the day. 55 to 65 dBA could be acceptable with mitigation measures. Above 65 is unacceptable in a residential neighborhood. Constant loud noise can be damaging to the ear as well as create long term stress reactions. Generally, hearing loss occurs after long term exposure to loud noises. However, once hearing has been damaged, it cannot be restored. The effects of noise on physical condition can also include

nervous tension, high blood pressure and heart disease, and insomnia. Because noise interferes with almost every human activity it has the potential of creating psychological stress.

Existing Noise Levels

Noise contours in day-night average sound levels (dBA Ldn) for existing conditions are presented in the Existing Noise Exposure map. This mapping reflects noise from automobile traffic on State Highway 70 and railroad line operations. Noise contours were developed separately for automobile and rail traffic, then combined through a methodology established by the Office of Noise Control. The contours point to areas of concern and are guidelines to policy making.

Methodology

Noise contours are created by determining the noise levels generated by each significant noise source and plotting them on a map of the community. The noise contours should not be considered absolutes, but rather zones of similar noise exposure. Their accuracy is no better than about ± 3 dBA and they do not include the moderating effects of buildings and topography. But these maps can be very useful in identifying possible noise impact during site review of proposed projects, determining compatible land uses in relation to noise exposure, providing data for compliance with insulation standards in the Building Code, and for determining how many residents are exposed to excessive noise.

Noise levels from highway traffic are based on 1981 traffic volumes estimated by CALTRANS. Average daily traffic levels along Highway 70 were given as 3,000 (vehicles per day) at Meadow Way, 3,400 at the western city limits, and 4,400 at the intersection with Gulling. Traffic levels at intermediate locations along the highway were interpolated, based on information regarding the distribution of existing residential units north of the Feather River and an assessment of access to these units from the existing street system.

Based on information from CALTRANS, the number of trucks was assumed to be relatively constant along Highway 70 through the City of Portola. Thus, the proportion of trucks is greater at the city limits than at the Gulling intersection, where locally generated traffic reaches its peak level. While traffic levels along Gulling actually exceed Highway 70 traffic levels at some locations, the generated noise level is lower because of lower truck volumes.

Because of the low level of traffic on State Highway 70 (4400 vehicles per day ADT at the most heavily traveled location), the noise projection model established by the Office of Noise Control (which is applicable at traffic levels at or greater than 20,000 ADT) could not be applied. State of California guidelines suggest a "rule of thumb" for estimating locations of 65 dBA contours, but this method does not extend sufficiently down the decibel scale to enable compilation of highway and railroad noise levels. Therefore, the highway traffic model in Design Guide for Reducing Transportation Noise in and Around Buildings (a publication of the U.S. Department of Commerce, National Bureau of Standards) was utilized. The model is considered conser-

vative, i.e., it tends to predict higher noise levels than would actually be found by measurement.

Noise levels at 50, 100, and 200 feet from the centerline of traffic were derived from the Design Guide nomogram. Noise levels farther from the highway were estimated by assuming a 4.5 dBA decrease for each doubling of distance from the source. Intermediate noise level contours were interpolated from derived 65, 60, 55, 50, and 45 dBA contour locations.

The procedure utilized in estimating locations of highway noise contours was based on an "at-grade" highway configuration, with no corrections to account for barriers. In some cases, fences, rows of adjacent buildings, or natural features such as hills may assist in attenuating noise. In areas where such barriers are located between a noise source and a building site, actual noise levels will be lower than mapped levels.

Existing noise contours from Western Pacific rail line operations are based upon 9 operations per 24-hour period, including 4 occurring between the hours of 10 P.M. and 7 A.M. Standard adjustments were applied to reflect the presence of a grade crossing, switching frogs at rail intersections, and one curve with a radius less than 600 feet. The methodology utilized is derived from "Simplified Procedure for Developing Railroad Noise Exposure Contours," as recommended by the Office of Noise Control.

Existing Noise Exposure Inventory

From the existing noise contour map for the city, total noise exposure in Portola can be assessed. Approximately 30% of all Portolans (living within city limits) may experience average decibel levels (Ldn) of over 60 -- the low threshold of annoyance. If the persons who live in the area south of the river (ED3) who experience only railroad noise are subtracted, only 14% of Portolans reside in areas exposed to noise levels at or above 60 dBA Ldn.

Existing Community Noise Exposure

	Unacceptable dBA Ldn 70+	Uncomfortable 65-70	Annoying 60-65	Acceptable 55-60	Quiet <55
ED1	0	60	91	113	221
ED2	0	31	87	229	171
ED3*	13	68	233	324	247
City Total	13	159	411	666	639
%	7%	8.4%	21.8%	35.3%	33.9%
ED6 (outside city)	3	11	59	94	762
%	<1%	1.2%	6.4%	10.1%	82%

* This area is affected by railroad noise only.

Noise
Sensitive
Uses

Noise sensitive uses include churches, schools, hospitals, rest homes, and long-term care facilities. They should be protected from high noise levels. In Portola, the existing noise sensitive facilities include the school complex, the board and care facility on Commercial, the Eastern Plumas District Hospital, and various churches. The only facility of concern is the board and care home.

Noise Sensitive Uses
Noise Exposure

	dBa Ldn
School Complex	450
Hospital	50
Board and Care Home	65
Methodist Church	55

Future
Noise Levels

Future noise levels are difficult to predict though the Environmental Protection Agency has found that ambient noise levels in cities are increasing at 10 decibels per decade. Since a moderate growth rate is planned for the City of Portola, the new sources of noise in the future will result from residential traffic, household noise within residential areas, and increased railroad traffic. Future noise from industrial development, gravel pit operations and commercial truck delivery should be assessed as development occurs.

Methodology

Noise contours in day-night average sound levels (dBA Ldn) for the year 1993 are presented in the Future Noise Levels map. This mapping, which utilizes the same methodology as the present noise level mapping, assumes increases in both automotive and rail traffic through the community.

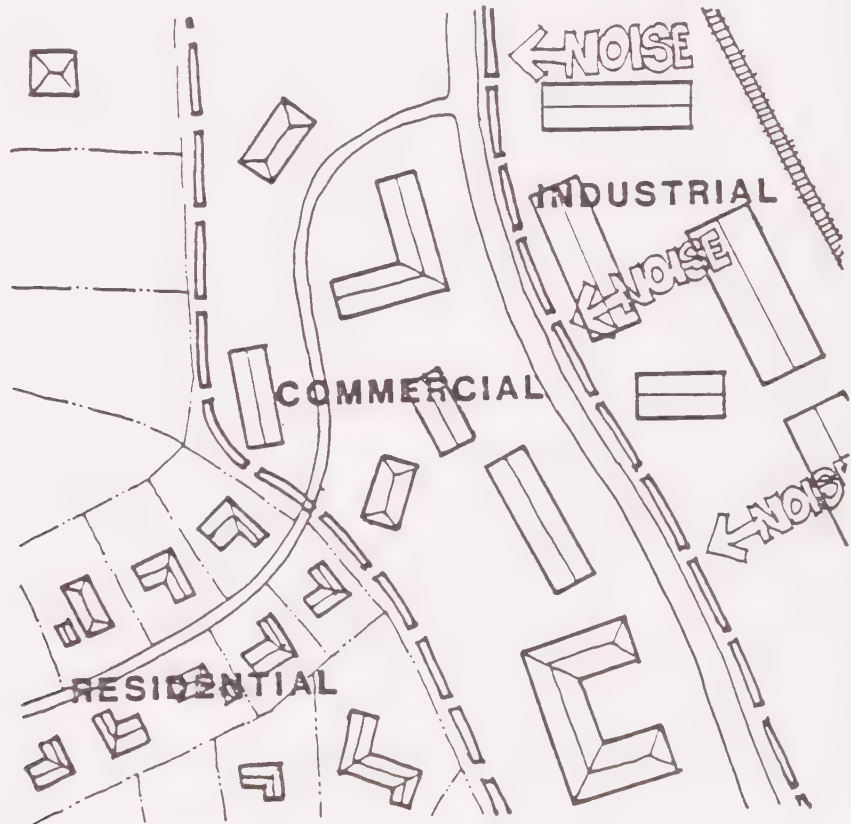
Between 1977 and 1981, traffic levels on State Highway 70 increased 19.3% at the western city limits (from 2850 to 3400 ADT), 14.3% at Gulling (from 3850 to 4400 ADT), and 17.6% at Meadow Way (from 2550 to 3000 ADT). After examining trends in traffic levels through the 1972-81 period, it was determined that 1977-81 relative growth in traffic levels at the three selected locations would best reflect future growth. Since the contour lines indicate the boundaries of "areas of concern," it was felt advisable to project future levels using methods which may provide conservatively high (rather than low) results. Therefore, the 1977-81 percentage growth rates were applied as quadrennially compounded rates. For 1993, projected traffic levels are as follows: 5,775 ADT at the western city limits, 6,575 ADT at Gulling, and 4,875 ADT at Meadow Way. Truck traffic was expected to increase at a quadrennially compounded rate of 17%, from 300 to 475 ADT along the length of Highway 70 in the planning area. The increased truck traffic, moving at low (arterial) levels of speed dominates the highway dBA Ldn contours in the projection, so that noise levels at Gulling in this scenario are practically identical to levels at other locations. However, it should be noted that no correction was applied (in either scenario) for acceleration and deceleration at Gulling. The projected contours for rail line activity

are based on 12 operations per 24-hour period, including 6 between 10 P.M. and 7 A.M.

It is assumed that significant yard operations will not be resumed at this location. In the event that yard operations in Portola are significantly increased, this Noise Element should be updated to reflect such activity, and revised contour maps and exposure inventories will have to be prepared. The railroad can be required to prepare the noise contours.

Noise Mitigation

Noise mitigation can take a number of forms through governmental action or development design. The main source of city control over noise levels is through zoning of land uses so that noise intrusion between neighboring uses is not a problem. For example, many industrial uses are not noise compatible with residential areas. Intruding noisy uses are particularly harmful to noise sensitive uses such as schools, hospitals, and churches. These uses should be protected from excessive noise.



It is important to note that in developing noise policy, a city must take into consideration its uniqueness. For example, the perception of "noisiness" is different in an urban setting than in a rural community. In addition, an intruding noise can be more easily tolerated in a community that is accustomed to the sound generated and has good relations with the noise maker. In Portola, the railroad enjoys this status. During general plan community meetings, numerous persons remarked that they would like to hear more railroad whistles daily.

The sound of the railroad in Portola represents the bustle of full employment. The railroad is an integral part of the city, and its noise is tolerated and even welcomed by residents. Other unique features that aid in decreasing the effects of noise include the hilly topography and wooded nature of many areas of the city.

Noise quality standards are included in this element as guides for land use planning in the city. A mapped noise level in excess of the "normally acceptable" standard for a given use indicates that ambient noise should be addressed in the environmental assessment of any projects proposing such a use. (At the project evaluation level, the noise analysis should take into account localized variations resulting from topographical and other barriers.)

If site-specific analysis confirms a noise level in excess of the "normally acceptable" standard, noise attenuation techniques such as those described in the next section should then be incorporated into the design.

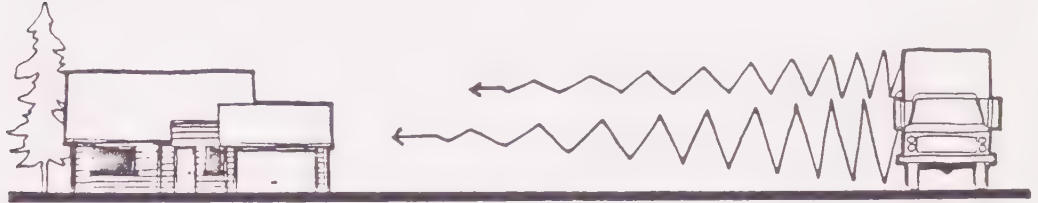
Suggested Noise Quality Standards for Portola

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE Ldn OR CNEL, dB					INTERPRETATION
	55	60	65	70	75	
Residential - Low Density Single Family, Duplex, Mobile Homes						<p>NORMALLY ACCEPTABLE </p> <p>Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.</p>
Residential - Multi. Family						
Transient Lodging - Motels, Hotels						
Schools, Libraries, Churches, Hospitals, Nursing Homes (Noise Sensitive Uses)						<p>CONDITIONALLY ACCEPTABLE </p> <p>New construction or development should be undertaken only after a detailed analysis of the noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.</p>
Auditoriums, Concert Halls, Amphitheatres						
Sports Arena, Outdoor Spectator Sports						
Playgrounds, Neighborhood Parks						<p>NORMALLY UNACCEPTABLE </p> <p>New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.</p>
Golf Courses, Riding Stables, Water Recreation, Cemeteries						
Office Buildings, Business Commercial and Professional						
Industrial, Manufacturing, Utilities, Agriculture						<p>CLEARLY UNACCEPTABLE </p> <p>New construction or development should generally not be undertaken.</p>

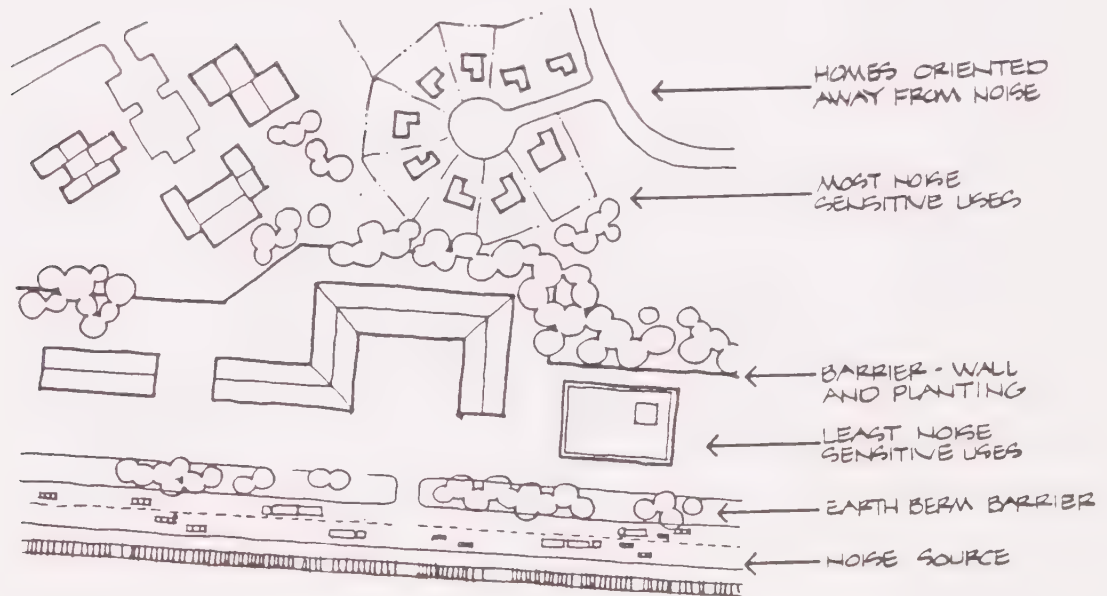
Source: California Office of Noise Control

45 dBA is the indoor residential standard adopted by State and Federal agencies. A standard residence will reduce outdoor noise by 10 to 15 db. Proper building construction and land development further lessen the effects of noise from the outside at little or no cost through a number of techniques:

1. Increasing the distance between the development and any noise sources.

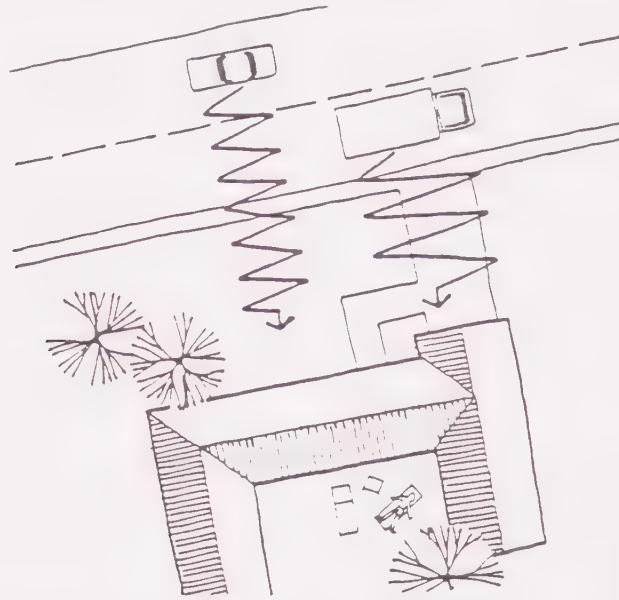


2. Placing non-residential uses (garages, commercial uses) between the development and the noise source.

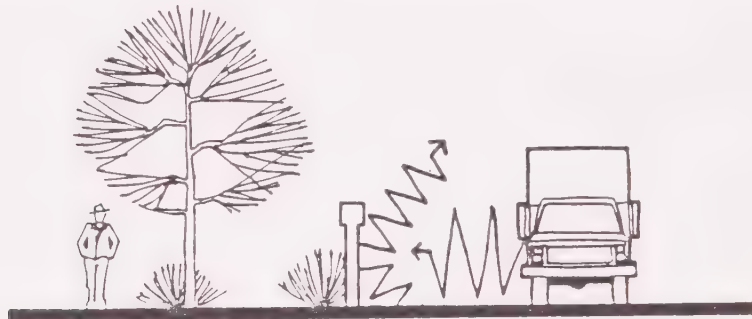


3. Orienting units away from the noise source with outside activity areas and heavily used rooms furthest from the noise source.

Outside activity areas can be protected from noise by the housing unit, walls, fences, and vegetation.



4. Walls and other barriers can be used to block noise but should include both solid structures for noise reflection and planting for noise absorption.



Barrier design should block the line of site.



5. Construction techniques can mitigate noise impacts but are the most expensive and least desirable method since they do not mitigate the impacts of noise on outdoor activities. They are excellent for mitigating household noise in apartments and dense developments. Noise reducing techniques include:
 - a. Increasing wall thickness
 - b. Sealing holes in walls
 - c. Sealing of windows
 - d. Reducing window size toward noise source
 - e. Increasing glass thickness
 - f. Double glazed windows
 - g. Use of solid core doors
 - h. Wall insulation
 - i. Use of steel studs and noise baffle strips

Noise within a household can also be mitigated by proper construction techniques which are part of the Uniform Building Code. These standards are particularly important within multi-family housing units. The design of these units as well as single-family subdivisions can contribute to the quietness of living quarters through proper placement of "activity" spaces. For instance --kitchens, laundry rooms, and workshops should be located away from living spaces of neighboring units. Implementing these concerns is both good design and a neighborly practice.

Impact

The city has not had a comprehensive noise policy in the past. The noise contour maps and policies in this section have guided the preparation of the Land Use Plan to reduce the effects of noise on residents.

Through proper use of the noise attenuation guidelines and adoption of the noise policies, the Noise Element should have a positive net environmental effect.

GOALS AND POLICIES

GOAL

IT SHALL BE THE GOAL OF THE CITY OF PORTOLA TO PROVIDE FOR A QUIET RESIDENTIAL COMMUNITY AND FREEDOM FROM EXCESSIVE NOISE IN ALL AREAS OF THE COMMUNITY.

POLICIES

It is the policy of the city to:

1. Regulate land uses so that there is minimal noise impact on neighboring uses, and establish land use approval processes which will control the location and design of noise incompatible uses.
2. Analyze the noise exposure of newly proposed land uses.

Implementation: When projects are proposed in noise contour areas not recommended for that use, an environmental study assessing noise levels and proposing effective mitigating design techniques should be required.

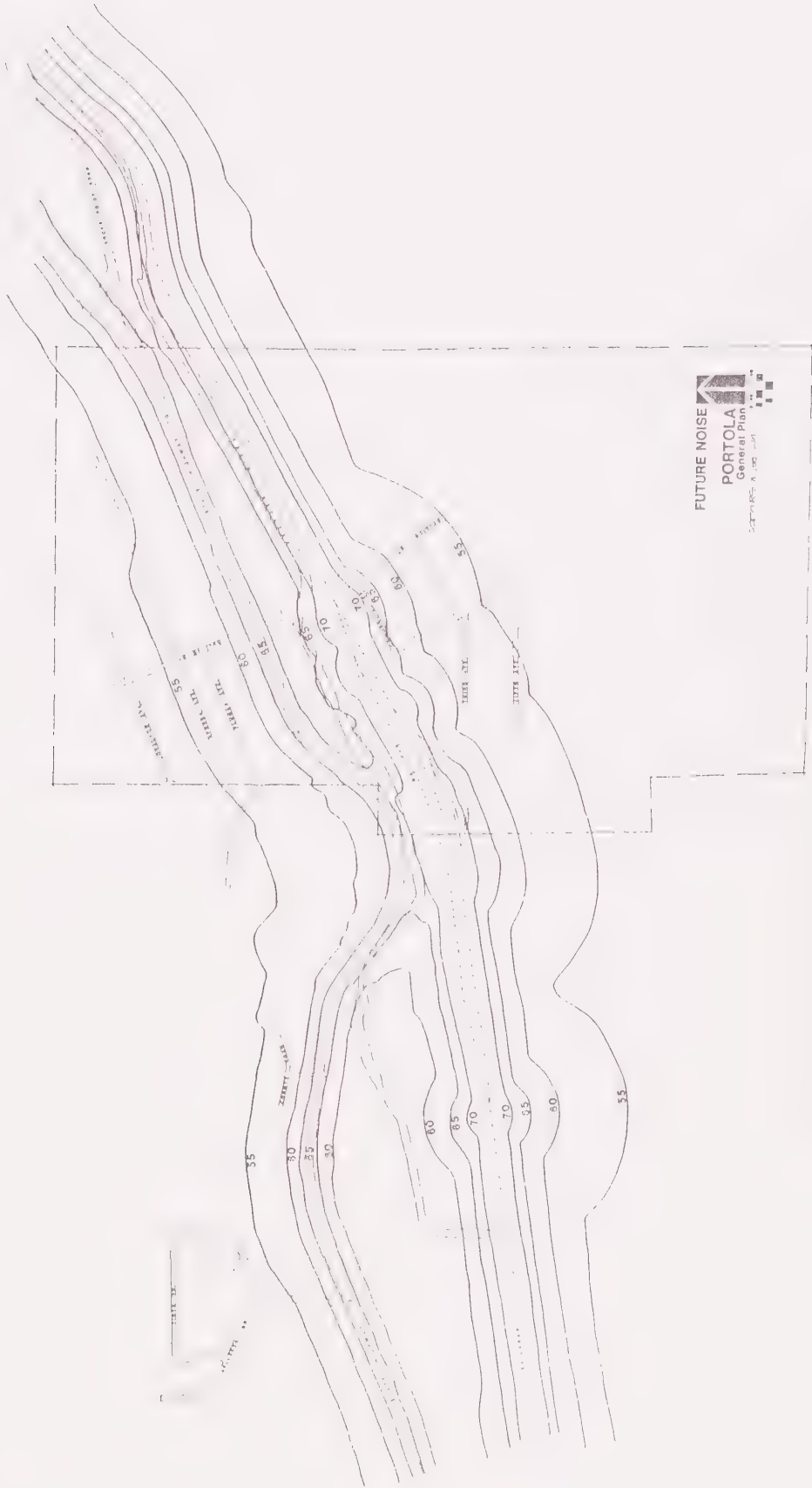
3. Discourage residential units or other noise-sensitive land uses in areas which are identified as subject to noise levels of 65 dBA Ldn or greater on the existing highway noise contour map or railroad noise contour map unless noise mitigation measures are implemented.
4. Collect information regarding Highway 70 traffic through the City of Portola from CALTRANS on an annual basis.
5. Contain through traffic to existing arterials and collectors, and discourage use of local roads as short cuts.
6. Work with the railroad in noise attenuation.

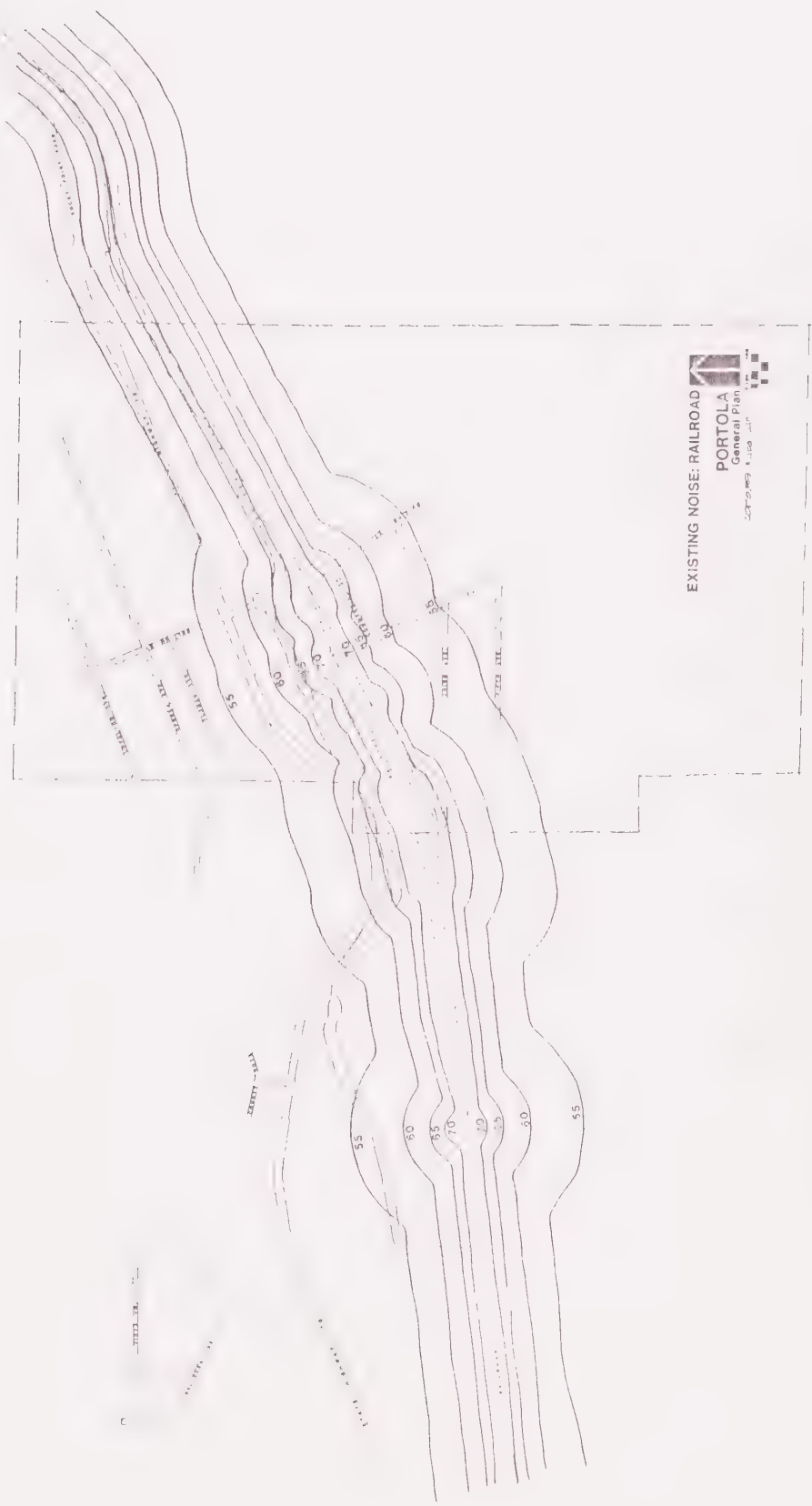
Implementation: The city should notify the railroad of its noise policies and ask to be informed of any major changes in railroad line or yard operations.

7. Minimize noise from stationary sources.

Implementation: An analysis of the impact upon community ambient noise should be required as an element of the environmental study of any noise generating industrial use for which Portola Municipal Code provisions require a "use permit," "special use permit," or conditional use permit."

8. Review site plans submitted to the city for noise attenuation effectiveness and provide the developer with appropriate recommendations to encourage noise attenuation techniques discussed in the Noise Element.

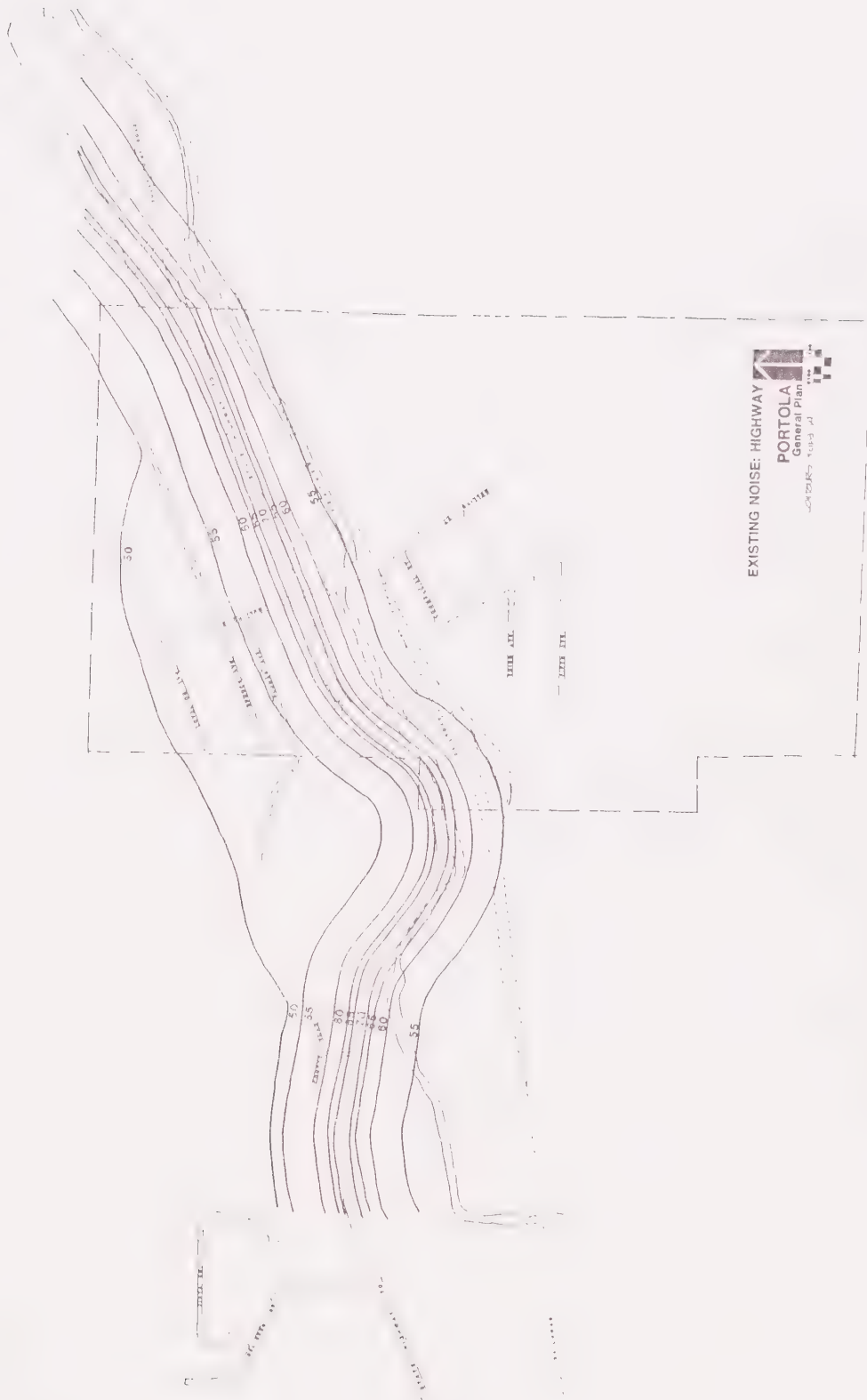




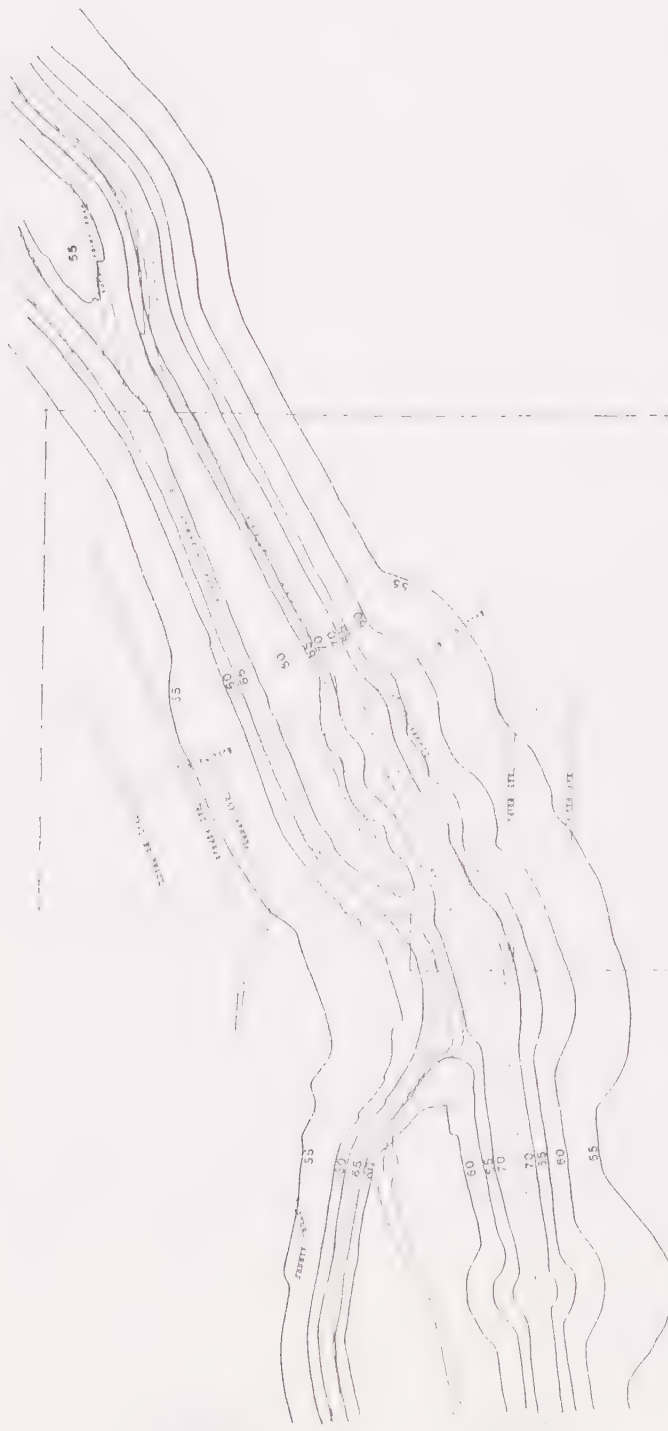
EXISTING NOISE: RAILROAD

PORTOLA
General Plan

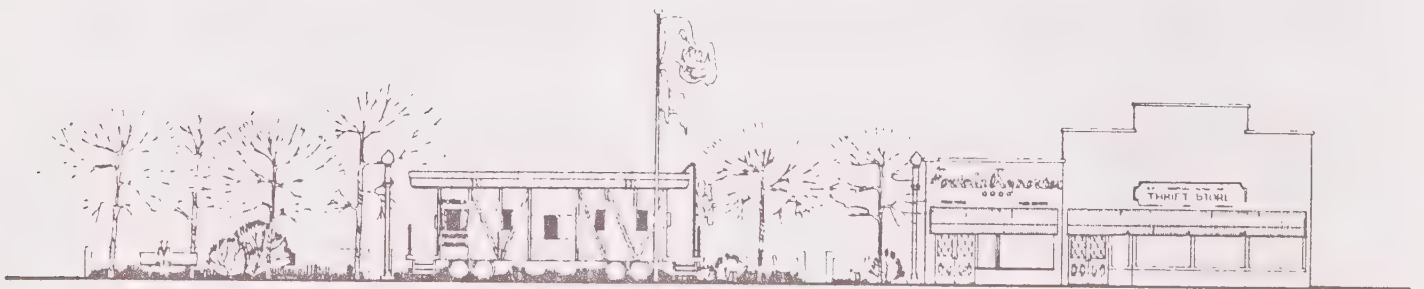
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EXISTING NOISE: HIGHWAY
PORTOLA
General Plan
2015-2020



EXISTING NOISE: TOTAL
PORTOLA
General Plan
April 2005



PUBLIC SAFETY · SEISMIC

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Public Safety/Seismic Element

State Guidelines

The State of California requires a Safety Element of all City General Plans. A Seismic Safety Element is also required.

State Safety Guidelines

- Protection of community from fires and geologic hazards
- Protection of community from other hazards such as toxic materials and crime

State Seismic Safety Guidelines

- Identification and appraisal of seismic hazards
- Appraisal of mudslides, landslides, and slope stability

Background

The 1975 General Plan identified fire as the main hazard facing Portola. The main potential problems within city limits were listed as old wiring, abandoned cars, hazardous materials transported through the city, old structures, and dry summers. The limitation of only one river overpass was also cited as an impediment to fire protection. The goals listed in the plan were fire prevention education and code enforcement. Both of these goals have been adequately met since then, but the number of older wooden structures that make up Portola's housing stock and the bordering forest lands will continue to present a fire hazard to the city. The updated General Plan identifies hazardous areas more specifically and outlines goals and implementation measures to address them.

Seismic hazards were also discussed in the 1975 plan. Goals were aimed at low risk public service and high occupancy structures and appropriate building standards. Seismic hazard areas were not delineated. The updated plan outlines seismic hazard areas and includes additional goals with these areas considered.

Other public safety concerns are also discussed in the new General Plan including flooding, police protection, civil defense, toxic wastes, and ambulance and paramedic service. The Public Safety Element is organized into four sections:

- Flood Hazard
- Fire Hazard
- Defensible Space
- Seismic and Geologic Hazards
- Emergency Preparedness

Goals, policies, and programs are all located at the end of the element.

Hazards to the public are also discussed elsewhere in the General Plan. Flood plains, toxic wastes, and the use of hazardous areas for open space are discussed in the Conservation/Open Space/Recreation Element. Building Code enforcement is covered in the Housing Element.

FIRE HAZARD

There are two types of fires that must be considered in relation to public safety: wildland fires and structural fires. Structural fires are usually caused by man either through faulty home maintenance (improper wiring, chemicals) or by an accident (smoking, cooking.) 90% of all wildland fires are also started by man. In order to decrease the risk of fire and the damage to life and property it can cause, the degree of fire hazard in each section of the Portola planning area must be determined and programs related to those hazardous areas must be developed. Wildland and structural fire areas are addressed here.

Wildland Fires

The risk of wildland fire in the Portola area is great. The city is surrounded by timbered, open lands frequented by recreational visitors. Fire hazard severity in wildlands is determined by three factors:

- Fuel (vegetation)
- Weather
- Topography

Vegetation characteristics that add to fire hazard include fuel loading (the amount of flammable vegetation), moisture content (partly determined by weather), chemical content (fuels with high oil or resin content burn very readily), and amount of dead vegetation present. Much of the Portola area vegetation is highly flammable grassland - sage and pine forests.

Weather conditions which influence fuel characteristics include precipitation, temperature, relative humidity, and wind. In Portola, the July mean temperature is 66°F. Precipitation averages about 24 inches annually, but most of this falls as snow during the winter. Summers are dry. Winds are generally from the E-NE during fair weather and SW during storms.

Topography affects fire hazard mainly due to slope and exposure. Slope is important to consider since fires tend to burn faster going uphill than downhill, therefore uphill fuels are of prime consideration. In addition, slope is a consideration in fire fighting. For example, the crest of a slope is the best place to fight an upslope fire since the fire will tend to be slowed by meeting air movement from the other side of the hill. In addition, areas of generally steep slopes create difficult fire fighting conditions and poor access. Exposure is critical to fire hazard severity since southerly facing slopes are generally dry. However, north facing slopes are particular problems during abnormally dry years due to the amount of fuel present on them. Other topographic conditions such as width of canyons and regularity of features affect wind patterns or can create natural fire breaks and should be taken into consideration.

Portola's topography within the city is generally flat to gently sloping. However, outlying areas tend to be fairly steep. The Forest

Service has developed a system of determining fire hazard severity using these criteria, each divided into classes of importance to fire hazard.

Fuel loading includes three classes: light fuels such as grasses and herbs, medium fuels including shrub mixtures, and heavy fuels such as woods and brushwood. These fuels are mapped on USGS topo maps. A glance at a USGS topo map reveals that the Portola area is covered largely by heavily fueled forested lands indicated by green coloring.

Fire weather is classified by the Forest Service by the frequency of days experienced with very high or extreme fire weather:

Class I (low) less than 1 day
 Class II (high) 1 to 9.5 days
 Class III (extreme) 9.5 days +

Portola planning area is a Class III region.

Slope is divided into three classes also. A matrix results using all of these criteria that can be used to determine fire hazard severity. Each of the fire hazards shown on the matrix are mapped on the Fire Hazard Map.

Fire Hazard Severity Matrix

Critical Fire Weather Frequency	III		
Fuel	Slope %		
	0-40	41-60	61+
Light (grass)			
Medium (scrub)			
Heavy (woods-brushwood)			

 Moderate
  High Hazard
  Extreme Hazard

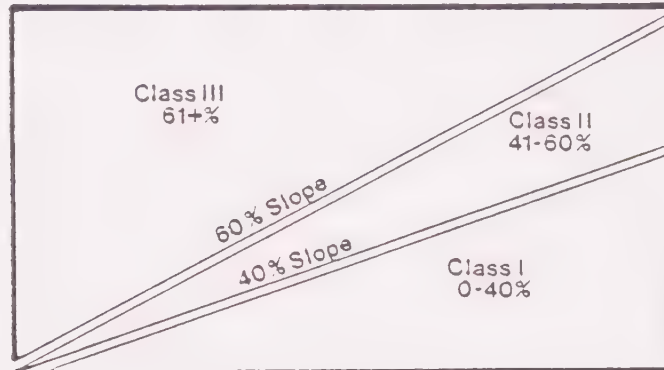
Fire hazard severity areas have been mapped for the Portola planning area. However, within each of these areas special conditions exist which demand more stringent requirements. For instance, even in a "moderate hazard" area, homes should not be built on extremely steep slopes or in box canyons. General requirements recommended for each area follow:

Moderate Hazard: Strict compliance with existing state statutes and local ordinances should provide adequate fire protection. State statutes would include Public Resources Code, Sections 4291-4296 and Sections 4371-4375.

High Hazard: Requirements should range between a minimum of the Public Resources Code, Sections 4291-4296 and Sections 4371-4375, and a maximum of the Fire Safe! Program.

Extreme Hazard: Minimum requirements should be equal to the Fire Safe! Program. In addition, specific protection requirements should be designed for the area involved.

Correlation of Wildland Fire Danger Rating System
Slope Classes with Fire Attack Unit Capabilities



Class I - Direct attack possible with all-wheel drive firetrucks, bulldozers, handcrews, and aircraft.

Class II - Beyond operating capability of all-wheel drive equipment. Drive attack methods still possible with bulldozers, handcrews, and aircraft.

Class III - Mostly beyond operating capability of bulldozers. Attack methods become more indirect. Handcrews and aircraft become primary tools.

Source: A Fire Hazard Severity Classification System For California's Wildlands, California Division of Forestry.

Structural Fires

The level of risk to humans as a result of fire is greater within structures since most of our time is spent inside. Most structural fires are due to carelessness or poor housing maintenance. As a result, public education to help eliminate the original causes of fire must be a concern. In addition, in order to lower the risk of life and property loss from fire, proper building design and materials,

governmental regulation, and individual efforts must be combined. The areas of the most structural fire risk in Portola include First Avenue and scattered older homes.

ESTIMATED CAUSES OF FIRES IN BUILDINGS IN U.S.*

	<u>% of Fires</u>	<u>% of \$ losses</u>
Heating and cooking	16	8
Smoking and matches	12	4
Electrical	16	12
Rubbish, ignition source unknown	3	1
Flammable liquid fires and explosion	7	3
Open flames and sparks	7	4
Lightning	2	2
Children and matches	7	3
Exposures	2	2
Incendiary, suspicious	7	10
Spontaneous ignition	2	1
Miscellaneous known causes	2	6
Unknown	17	44
TOTAL	100	100

* National Fire Protection Association Estimates

Building Design and Materials

There is little incentive to builders to use fire safe construction design and materials. Possibilities that should be considered, particularly when homes are built in outlying areas surrounded by woodlands include:

- Windows that open wide and easily can be lifesavers.
- Smoke and heat detectors are inexpensive compared to the savings in the event of a fire.
- Adequate doors to the outside can be lifesavers.
- Water heaters and kitchens should be separate from bedrooms since most fires occur in these rooms. Doors on kitchens and rooms with water heaters can slow the spreading of fire.

Materials used inside a home can also contribute to fire hazard. Residents must be aware of the hazards of certain materials so that they can make educated purchases and determine acceptable risk in their own homes. In addition, there are other measures that individuals can take to reduce the risk of fire, particularly in Portola's older homes.

Hazardous Materials Concerns

- Untreated wood shingles.
- Plastics and certain synthetics can release toxic fumes when burnt.
- Synthetic floor coverings vary in their fire retardancy.
- Fire retardants often lose their effect over time.

- Waterproofed fabrics can be more flammable than the original.
- Burning silk and wool release carbon monoxide and cyanide gas.

Individual
Efforts
Needed

- Educated, fire safe purchases.
- Proper maintenance of windows and electrical wiring.
- Installation of smoke detectors and fire extinguishers.
- Brush removal.
- Proper maintenance of wood burning stoves and chimneys.

Special Needs
Units

There are four categories of special housing fire prevention concern in Portola: mobile homes, multi-family structures, homes in wildland areas, and older frame structures. The hazards inherent in these housing types must be understood and measures should be taken to minimize them.

Mobile homes are particularly hazardous due to their size, design, and often location. Mobile homes are relatively small which often necessitates the location of bedrooms near the kitchen or water heater. Construction materials used are often more combustible than conventional building materials. Doors are often few for use as emergency exits and windows are often small or difficult to use as an exit. In addition, mobile homes are often located in dense parks or subdivision which facilitates the spread of fire. These factors need to be addressed in a city mobile home subdivision ordinance. Parks should be required to have some sort of on-site fire suppression method.

Multi-family structures are of special concern due to the potential of lives that could be lost in a fire and the ease of fire spreading from unit to unit.

Homes in wildland areas should have special design requirements due to their hazardous location. Considerations include the following:

Housing
Design in
Wildland
Areas

- Siting of the structure and brush clearance are important. Brush should be cleared 30 feet around homes.
- Fireproof or fire resistant building materials should be used rather than wood.
- Enclosed foundations should be used.

56% of the housing units in Portola are over 30 years old. Most of these structures are wood frame. They present a particular fire risk due to their wooden construction, their close proximity to other homes, the use of woodburning stoves, and the possibility of faulty electrical wiring. In general, individual efforts will be required to reduce the risk of fire in these homes. The fire department has the power to inspect the interior of buildings that may be fire hazardous. In addition, vigorous housing code enforcement should be pursued.

Governmental
Regulations

The city can participate in lessening unacceptable fire risks in a number of ways.

Code Regulations - The city has adopted the Uniform Building Code, Fire Prevention Code, Housing Code, Electrical Code, Plumbing Code,

and Mechanical Code, and Fire Code which all deal with fire safety to some extent. These codes must be vigorously enforced however. The fire department and building inspector should be trained in their provisions and how to implement them.

Incentives - The city could provide incentives for construction of buildings fire safe above the code standards. One possibility would be a reduced fire protection tax for developments that meet special guidelines. This might be a particularly attractive incentive to developers of an industrial park and would be consistent with the city's economic goals.

Education - Most of the fire prevention burden rests with residents and business owners. The city can help raise the community's awareness of fire safety through an aggressive fire education program. In addition, the city could provide smoke detectors and fire extinguishers at cost to residents during the education drive.

Fire Department - The city's volunteer fire department has 30 volunteers and 6 trucks. Water flow and fire plugs are adequate in the city but the fire department is limited in its ability to serve the city by the absence of a fire hall on the north side of town. A new fire hall should be a first priority.

Fire Safe Design - The city should review all development proposals for fire safety including:

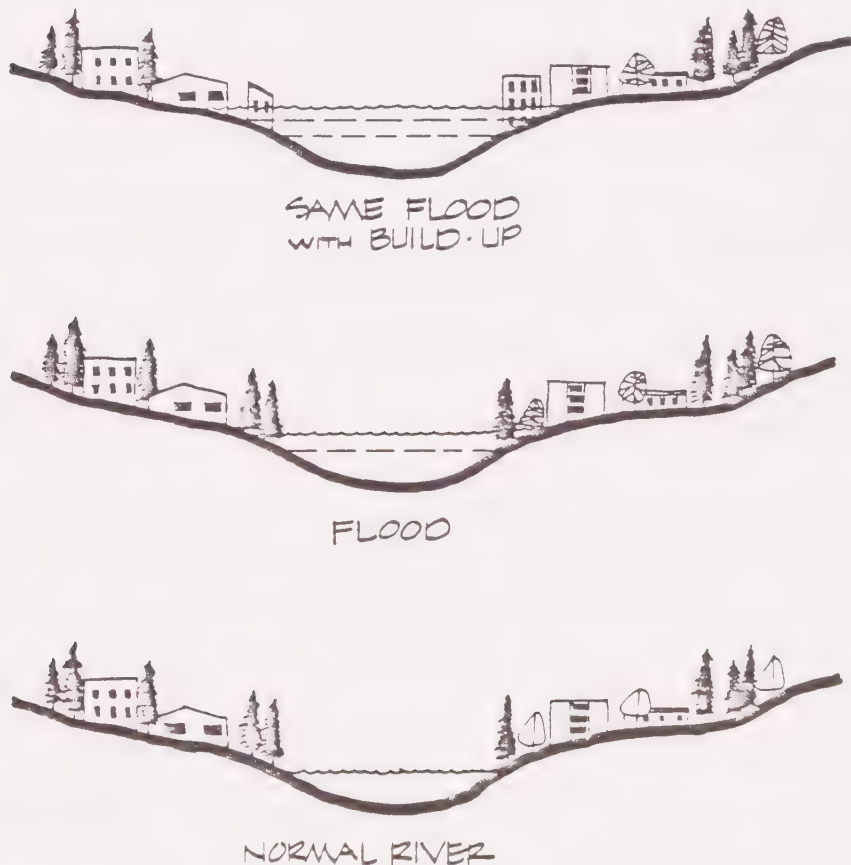
- Adequate street widths (street widths must be looked at individually since a balance must be reached between amount of grading and paving and fire concerns especially in sensitive areas.)
- Appropriate grades (maximum: 12%)
- Evacuation design (in most cases, two ingress/egress points should be provided in high fire hazard areas. In lower fire hazards this will not be the case and could create more cost than necessary.)
- Distance to hydrants (maximum: 250 feet)
- Annexation (annexations should not be made without adequate hydrants or water source. The fire department should review annexation proposals to this end.)

FLOOD HAZARD

There are three types of flood hazard. Natural flood inundation due to stream and river flows or inadequate storm drain facilities can result from heavy rainfall. Flooding can also result from dam failure. And mud flows are another form of inundation that can result from heavy rainfall on unstable slopes. Natural flooding is the main problem facing Portola. The Feather River and the various streams and drainages feeding into it are subject to flooding which is a natural, healthy process. When structures are located in these areas, natural floods become destructive and costly to lives and property. There are two ways to decrease this human cost as a result of flooding:

- Eliminate construction within flood plains.
- Design structures to withstand flooding.

The first method is obviously the wisest, but humans have historically ignored the risk of flood because of the advantages of locating in flood plains. Flood plains are usually flat and buildable and as a result, roads and rail lines are built along them which makes an even more attractive construction site. In Portola, much of the Feather River flowing through town is in a defined channel which protects the city from overflow. Few structures exist within the river's flood plain currently other than the railroad facilities and other commercial/industrial facilities in the Delleker area.



The Federal Emergency Management Agency (FEMA) has delineated the 100 year flood plain (Zone A) in Portola. In addition, the State Department of Water Resources has delineated a dam inundation area below Lake Davis which essentially covers the 100 year flood plain of the river area. In order to qualify for federal flood insurance, the city is required to:

1. Adopt land use programs to divert unwise development away from flood-prone areas.
2. Review proposed developments in the flood prone area to assure that necessary permits have been obtained and whether buildings and utilities will be reasonably safe from flooding and damage.
3. Require new and replacement water supply systems located in a flood-prone area to be designed to minimize infiltration of flood waters.
4. Review permit applications for flood prone design.
5. Require sanitary sewage sytems to be designed to minimize infiltration of flood waters into the system or discharge into the flood waters and on site waste disposal systems (septic systems and package treatment plants) to avoid impairment or contamination during flooding.
6. Require all subdivision proposals of 50 lots or 5 acres to include base flood elevation data.
7. Continually review base flood elevation data from available sources and use it to require lowest floor elevation above that leve.
8. Maintain a record of the floodproofing of these structures.
9. Notify the state of any alteration or relocation to the watercourse.
10. Assure that flood carrying capacity is maintained.
11. Require mobile homes in the flood plain to be anchored. Other mobile home requirements are included in the regulation. (1910.3[8]).
12. File an evacuation plan with the Disaster Preparedness Authorities.

These regulations apply to cities with Zone A designations. If more indepth study is conducted in the future, more detailed regulations will be required of the city.

A number of these regulations point to the need for action in Portola. The first need is to adopt land use regulations that steer unwise development away from the flood plain. If development is allowed within the flood plain, its carrying capacity can be decreased and the

flood plain will actually increase in size. In addition, the scenic value of the river in its natural state is of great economic importance to the city as described in the Economic Element. This move would be in accordance with the Conservation and Open Space Element. Secondly, the city needs to set up a special review process for development proposed in the flood plain which should include environmental review requirements and assessment of information required by FEMA. Finally, the city needs to look into an alternative sewage treatment system. The sewage ponds have overflowed into the flood plain a number of times which violates the FEMA regulations. The city could be in danger of losing its federal flood insurance if this problem is not solved.



FROM EISENBERG
US DEPT. OF THE INTERIOR
NORTH ARCTIC COAST
GENERAL PLAN



FLOOD HAZARD ZONES
20 YEAR FLOOD ONLY

CRIME/DEFENSIBLE SPACE

Crime is not a major problem in Portola for a number of reasons. These reasons need to be explored so that as Portola grows the nature of the community which has helped keep crime low can be retained.

The largest number of crimes reported in Portola in 1981 were in the categories of theft, suspicious circumstances, disturbing the peace, malicious mischief, animal control, burglary and assault. None of these crime rates can be considered high, though they are of concern. About 25% of all Portolans may be touched by crime yearly according to these figures, but only 8% by serious crimes (theft, burglary, assault, hit and run, sex offenses, fraud, and robbery). 1.5% were affected by crimes to the personal (offense, assault, burglary.) The perception of crime in the community is an important consideration and Portola is generally considered low in crime by residents.

CRIME REPORTS IN PORTOLA AREA - 1982

	<u>Portola</u>	<u>Unincorporated Portola Area</u>		<u>Portola</u>	<u>Unincorporated Portola Area</u>
Theft	49	74	Offense vs.		
Disturbing the Peace	45	24	Family & Children	2	3
Suspicious Circumstances	38	46	Possession of		
Animal Control	35	51	Stolen Property	2	1
Malicious Mischief	35	27	Embezzlement	1	0
Assault (All)	26	19	Homicide	1	0
Intoxication	26	20	Missing Person	1	6
Burglary	22	33	Reckless Driving	1	1
Hit & Run Driver	16	1	Resisting Arrest	1	0
Fraud	15	8	Sex Offenses	1	2
Drunk Driving	10	17	Vagrancy/Prowler	1	5
Unlicensed Dog	9	8	Arson	0	0
Drug Laws	9	5	Boating Violations	0	25
Alcohol/Beverage Control Violations	7	3	Contributing to Juvenile Delinquency	0	0
Weapons laws	5	4	Counterfeiting	0	0
Alcoholic Bev.	4	6	False Reports	0	2
Drug Laws	4	6	Fish & Game Violation	0	3
Trespassing	4	12	Forgery	0	1
Welfare/Institution Violations	4	3	Kidnapping	0	0
Offense Against Children & Family	3	2	Perjury	0	0
Open Container in Vehicle	3	2	Rape	0	0
			Robbery	0	0
			Probation Violations	0	0
			Tampering	0	0

* Source: Plumas County Sheriff's 1981 Report

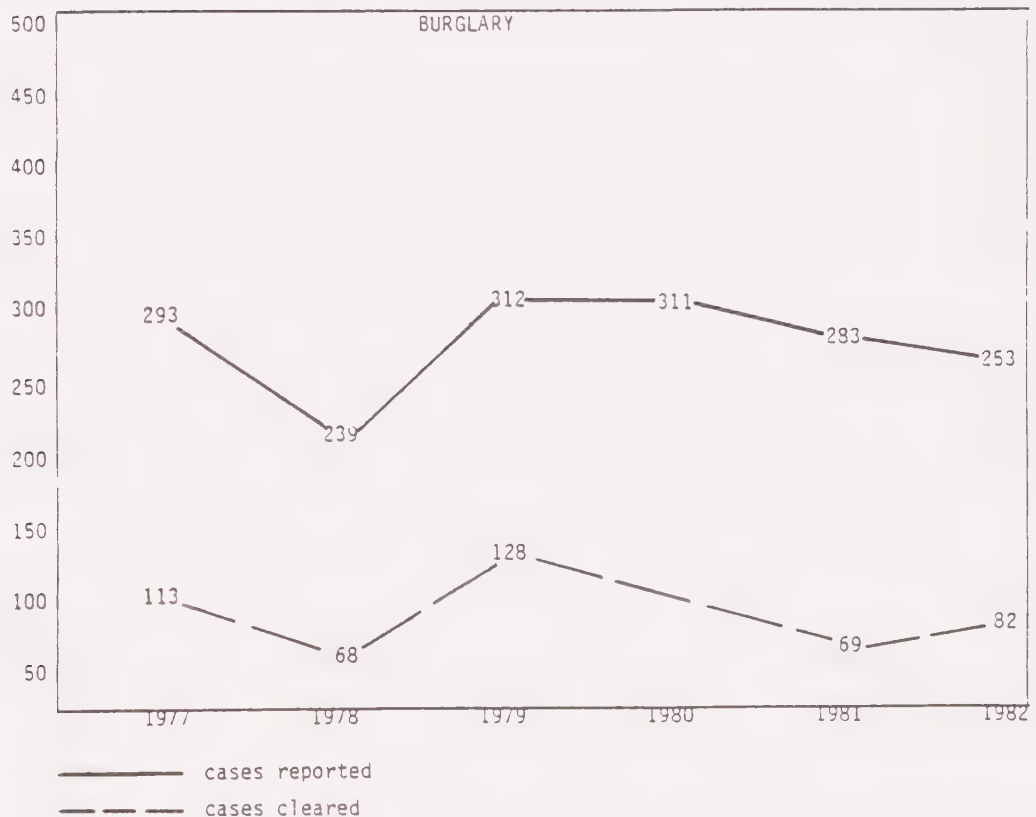
Violent crimes in Portola are few as are felony offenses. The largest categories of felony offenses reported in Portola - burglary and assault have shown a downtrend recently countywide and within the city. Rape, arson, and larceny decreased between 1981 and 1982 after previous upward movement. Robbery has gone up and down over the years, showing no trend.

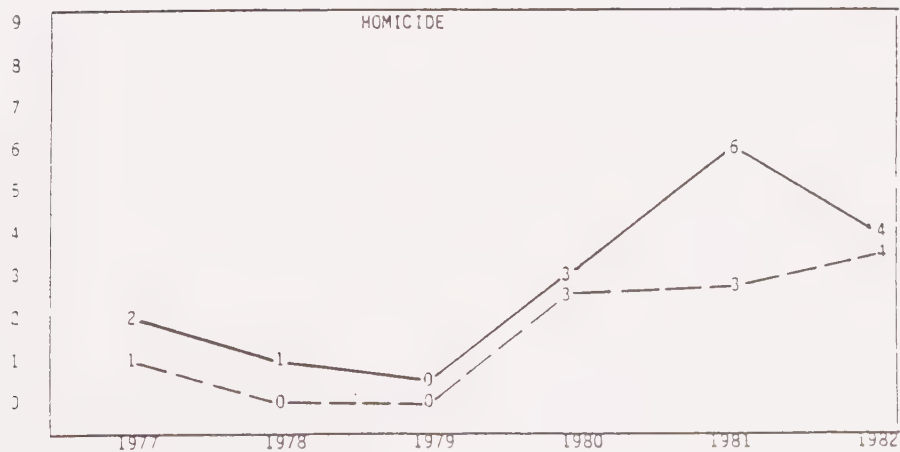
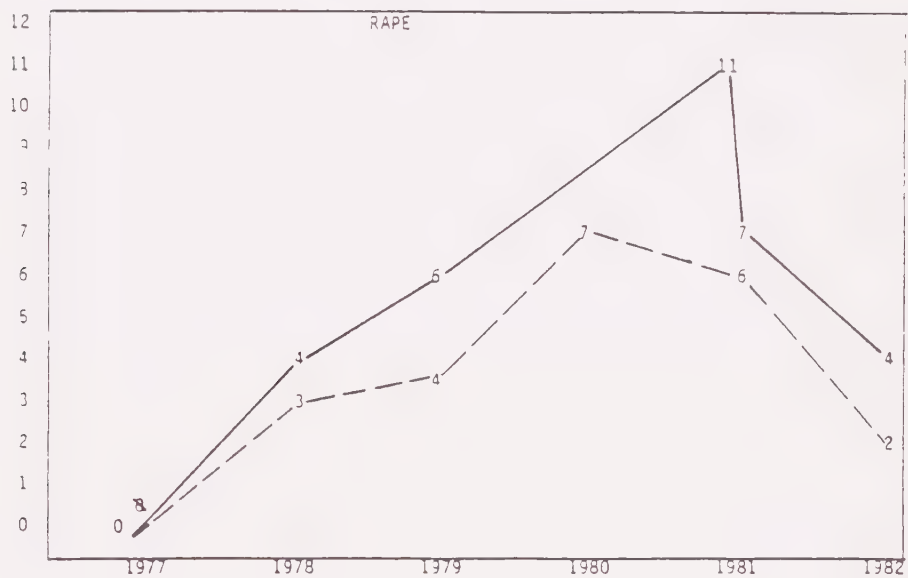
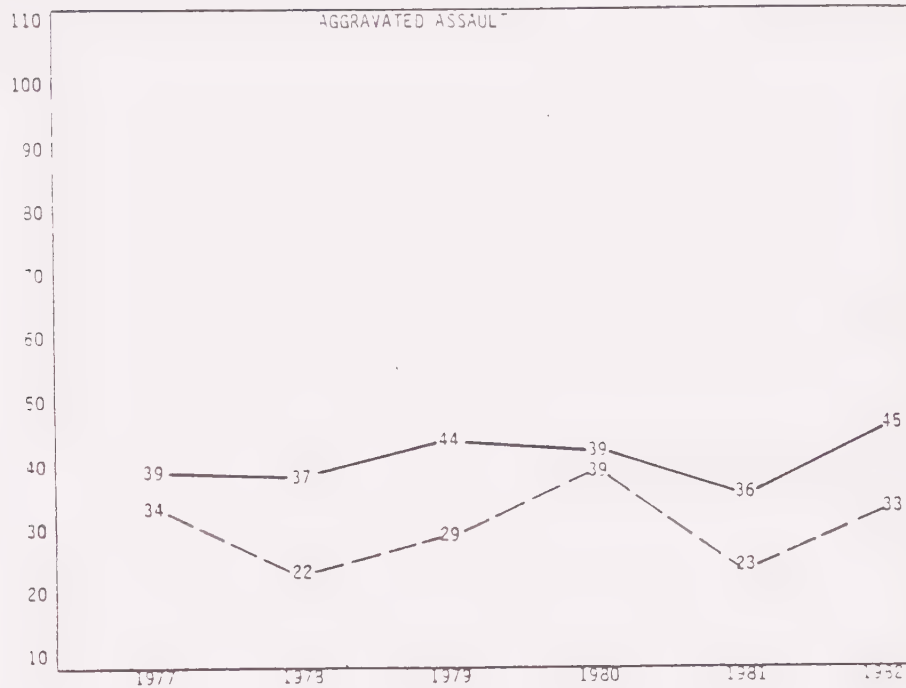
FELONY OFFENSES - PORTOLA

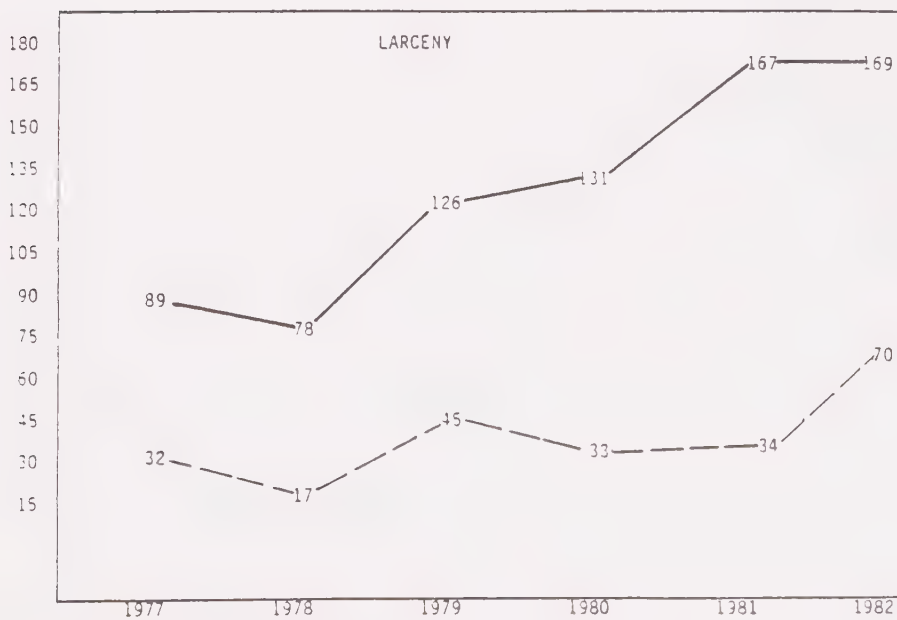
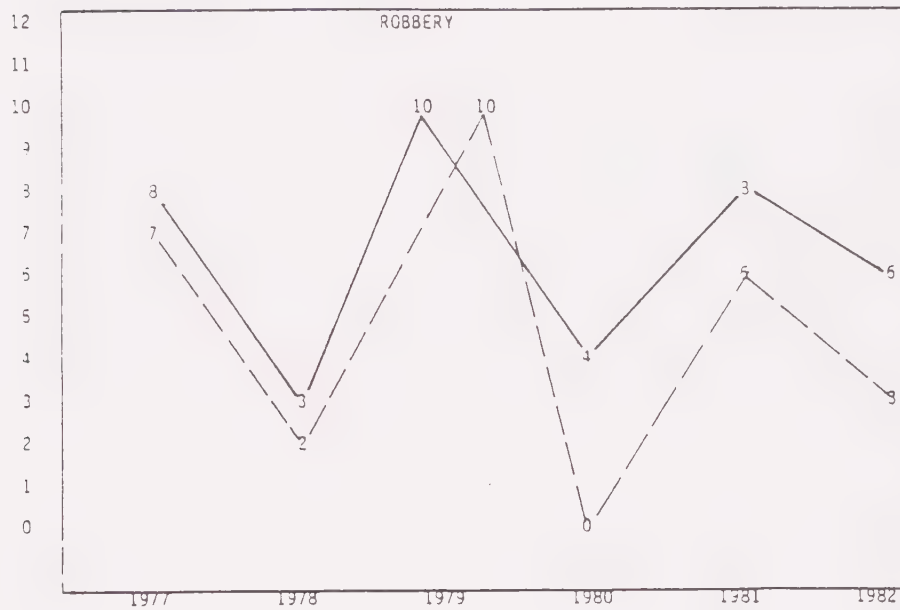
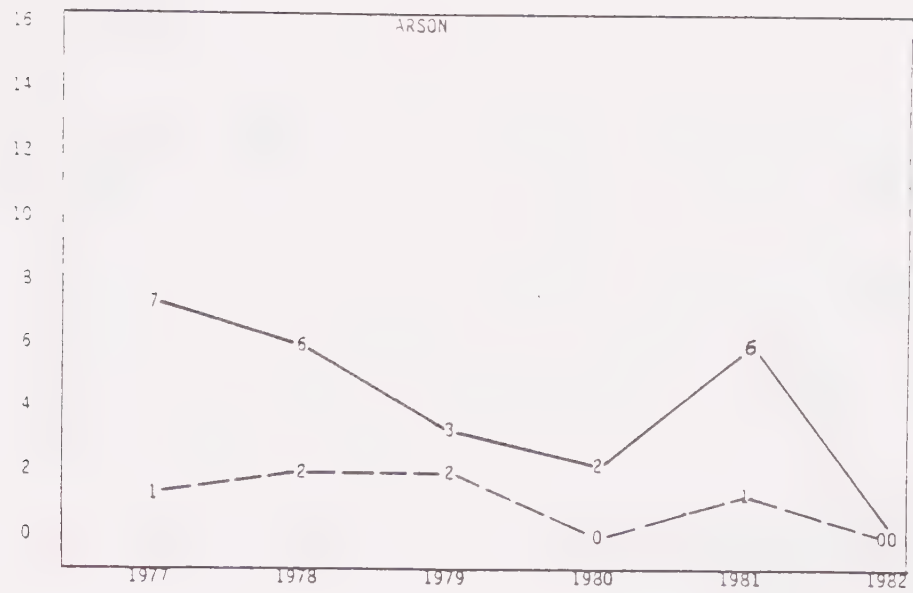
	<u>1980</u>	<u>1981</u>	<u>% CHANGE</u>
Burglary	35	29	- 17%
Assault (All)	41	26	- 37%
Robbery	0	1	+ 100%
Arson	0	0	---
Homicide	1	0	- 100%
Rape	2	0	- 200%

Source: Plumas County Sheriff's 1981 Annual Report

FELONY TRENDS - PLUMAS COUNTY







Source for Charts: Plumas County Sheriff's 1981 Annual Report

The Plumas County Sheriff's Department provides Portola with police protection through its Eastern Patrol Division. Until recently, the southern substation has been located at Portola. Currently it is located at Graegle due to a fee dispute. The division is staffed by 3 sergeants and 11 deputies and covers 1687 square miles including Portola, Beckwourth, Chilcoat, Vinton, Graegle, Blairsden, Lake Davis, Frenchman Reservoir, Quincy, LaPorte, Spring Garden, Meadow Valley, Bucks Lake, and the Feather River Canyon. Cromberg, Sloat, Mohawk Valley and the Plumas-Eureka area are also included. Search and rescue is also overseen by the Sheriff's Department and carried out by regular deputies as well as 75 volunteers.

One of the reasons Portola enjoys a fairly low crime rate is the fact that in a small town, neighbors are acquainted and easily recognize outsiders. This is one of the aspects of what planners call "defensible space." Defensible space can actually be built into neighborhoods. The basic elements of defensible space are surveillance, territoriality, and image.

Surveillance refers to residents' ability to view areas of open space from their homes so that intruders can be seen. Adequate surveillance can be achieved through window placement and room layout. Windows should be placed towards open areas such as streets, yards, and community open spaces. In addition, frequently used rooms such as kitchens should have views of open areas. Landscaping and walls should not completely obscure open areas. These design features create not only a safe environment, but also a more liveable environment. Children can be easily watched and a sense of security is created in the open areas. The Sheriff's Department encourages enrollment in its Neighborhood Watch Program which increase surveillance.

Territoriality is the notion of giving people a feeling of responsibility for the area around their home. This is achieved by fences and landscaping in single family units. It is obvious who the yard belongs to and that outsiders are not invited to use the area. This feeling can be promoted in the design of multi-family units also. Boundaries such as fences, landscaping, and paths should define the hierarchy of increasingly private spaces: semipublic, semiprivate, and private. Boundaries do not have to be high and unsightly -they only need to define the private area. The idea is that none of these open areas should be perceived as open to the general public, rather they belong to the residents. Occupants will then be able to recognize who belongs and who doesn't. For instance, paths should not continue through the open spaces to adjoining developments. The emphasis should be to maximize the amount of private and semi-private areas which are the most protected.

The image of a housing development is important to the notion of defensible space. The development should fit in with the surrounding environment. If it looks "different" or appears to be a public housing project it could be singled out for crime. In addition, a feeling of ownership needs to be promoted through individuality of units, the use of defined entrances, and the presence of yards.

Defensible Space Design Recommendations

Clustering housing, rather than creating long rows, creates territories for each cluster.

Private and semi-private yards and spaces should be maximized around each home. For instance:

- the old row house concept created a front and back yard with no community open space
- front yards can be staggered to make them more private
- fences, gates, hedges and other boundaries should be used

Garage entrances should be in full view. Garages should be associated with the housing unit rather than in long rows that can't be viewed by residents.

Recreational facilities should be of the active sort such as pools and game courts. These sorts of areas promote use as well as the meeting of neighbors which is extremely important in creating a safe neighborhood.

Tot lots should be in full view.

Windows should be placed on greenbelts and the view should be pleasant to entice residents to survey the area regularly.

Other features to promote social contact should be used including laundry facilities, shared mail boxes, tot lots, and recreational facilities.

Parking and public areas should be well lighted at night.

Community centers should be well located so that they are perceived to belong to all residents and can be easily reached by all.

Design for defensible space is not just a way to decrease crime. It is simply good design that can facilitate a lower perception of susceptibility to crime and promote a sense of physical design. Of course, physical design cannot create this environment alone, but it can promote regular contact of residents which will provide maximum opportunity for friendship.

The notion of defensible space can be used citywide by encouraging residents to keep an eye out for problems in their neighborhood, perhaps through the Sheriff's Department's neighborhood watch program. Promoting the maximum use of public areas day and night can also reduce crime since maximum observation is facilitated. Mixed uses in shopping areas including shops that operate at different hours has this effect. In addition, a mixed use of residential and commercial downtown would provide all hours surveillance.

TOXIC AND HAZARDOUS MATERIALS

There are presently no industries in the city engaged in the manufacturing or processing of toxic or hazardous materials. However, both the Western Pacific Railroad and California State Highway 70 could be utilized for the transportation of these materials. Transportation of hazardous materials via rail is subject to safety requirements imposed by Interstate Commerce Commission (ICC) regulations. CALTRANS has indicated that there is no record of any spills of toxic or hazardous materials along Highway 70 in Plumas County.

Retail establishments along Highway 70 include several gasoline service stations and two propane gas dealers. Section 17.52.010 of the Portola Municipal Code prohibits "bulk fuel" storage tanks in all non-industrial zones, excepting "retail service stations with a capacity of not more than ten thousand gallons (underground only) or others with a special use permit from the planning commission." This regulation should continue to be enforced and the city should not allow the processing of toxic materials near the river. The city should ask for assistance for planning for hazardous spills along the railroad or highway from the Department of Water Resources, the ICC, and Caltrans.

SEISMIC SAFETY

Background

The State of California requires a seismic element to include:

- Identification and appraisal of seismic hazards such as susceptibility to ground ruptures from faulting, to ground shaking, to ground failures, or to effects of seismically induced waves such as tsunamis and seiches.
- Appraisal of mudslides, landslides, and slope stability as geologic hazards.

The public safety element also must consider geologic hazards. These two requirements are contained in this section.

The Geologic Environment

The Portola area lies in the Humbug Valley Ground Water Basin. The city lies at the eastern edge of this valley on both sides of the Middle Fork of the Feather River. Like the Sierra Valley to the east and Mohawk Valley to the west, Humbug Valley is believed to have been formed at least five million years ago through extensive faulting which occurred in conjunction with volcanic activity. After the formation of these valleys, they were filled with water forming two lakes. During the past million years these lakes received sediments from the surrounding mountains, as well as outwash debris from glaciers as they retreated to the higher elevations of the Sierra Nevada. It is theorized that during this time, a new outlet from these lakes was formed that channeled their waters into the Middle Fork of the Feather River. This new outlet was slowly eroded downward until both lakes were completely drained.

The oldest rocks in the area are the granitic rocks lying north-northeast of the city. Some of the homes on large lots directly north of the city limits are based on this foundation. The significance of granitic rock in seismic safety studies is its resistance to shaking, except within actual fault zones.* From a seismic safety perspective, areas underlain by granite (and not subject to landsliding) are the safest locations for home building. However, blasting is sometimes necessary to level such sites, and such areas are impermeable. Thus, they are not suitable locations for sewage disposal systems, and are unlikely to yield groundwater.

The Sierran volcanic rocks include those mountains and hills comprised of andesite and pyroclastic rocks. Both are igneous rocks: the andesite was generally formed from hardening of a lava flow, while the pyroclastic rock consists of fragments ejected from a volcano. The Portola Heights development and an area just east of Delleker are located on such pyroclastic rock.

Much of the floor of the Humbug Valley is comprised of lake deposits which the Pleistocene lakes left behind. These lake deposits are made up of blue-gray silt, clay, and lesser amounts of sand. Studies undertaken in the Sierra and Mohawk Valleys have revealed moderate to high permeability. These lake deposits are up to 2,000 feet thick and have provided most of the ground water developed in those valleys.

Regional Seismic History

The areas adjacent to the Feather River, most of the City of Portola south of Highway 70, and the Charles Valley area are located on intermediate alluvium. These deposits generally consist of unconsolidated sand and silt not over 60 feet in thickness. These areas are underlain by Pleistocene lake deposits. Alluvial soils are among those least resistant to seismic shaking. These deposits are recent in geologic terms; they were developed within the past 10,000 years.

The Portola area has not experienced heavy damage from seismic events in its history. Plumas County has never had an earthquake 7.0 or greater on the Richter scale. Furthermore, there are no reports of earthquake-related deaths or injuries in the Portola planning area. However, as the geologic map indicates, the area is heavily faulted and should not be considered immune from seismic hazards.

The Uniform Building Code indicates that Plumas County is within Seismic Zone 3, an area of potential major damage. The Urban Geology Master Plan for California indicates that portions of southeastern Plumas County could be subject to intensities as high as IX or X.

In considering the potential for damage from earthquakes, it is important to keep in mind the distinction between magnitude and intensity. Magnitude is a measure of the energy released by an earthquake. There is only one magnitude of an earthquake. (For example, 8.25 for the San Francisco earthquake of 1906, 7.7 for the Kern County earthquake of 1952, 6.6 for the San Fernando earthquake of 1971.) An earthquake of magnitude 8 releases 31.5 times as much energy as a magnitude 7 quake.

In contrast, the intensity of an earthquake is a measure of its impact or effect as felt at a particular location. Intensities are illustrated on contour maps. General intensity contours reflect distance from the location of fault displacement or earthquake epicenter. More detailed intensity maps reveal the variation in seismic shaking and damage resulting in areas of differing geologic foundations. From a planning perspective, the intensity concept is more useful in evaluating potential seismic shaking damage than magnitude.

In the past 50 years, maximum intensities in Portola have not exceeded VI. This level is described as follows in the Modified Mercalli Scale:

"Felt by everyone ... windows, dishes, and glassware are broken; liquids spill; books and other standing objects fall ... poorly built buildings may be damaged, and weak plaster will crack."

Generally, this intensity level is not considered disastrous. This level was reached during the Fort Sage earthquake of December 14, 1950 (magnitude 6.0) the April 1, 1959 earthquake centered near the Plumas-Sierra County line north of Loyalton (magnitude 5.6), and the September 12, 1966 Boca-Stampede Valley earthquake (magnitude 6.0). The largest historic earthquake in the area apparently was the January

24, 1875 Mohawk Valley earthquake. Few details are available regarding the strength of this quake, but it is the only earthquake in Plumas County history to have produced fault displacement, producing three lines of breakage each about two miles long.

There is a possibility that the fault which produced this event may connect to a fault which crosses southeast Portola. The historic record indicates that the City of Portola will not experience structural damage from earthquakes on the major fault systems of California because of their distance from the planning area.

The great San Francisco earthquake of 1906, which has been estimated at 8.25 Richter magnitude and caused 700 deaths and \$500 million property damage in the Bay Area, was felt in Portola at an intensity of IV (a sensation of a heavy object striking a building, but with no damage).

The magnitude 5.7 earthquake which occurred on the Cleveland Hill Fault in the Oroville area of Butte County in 1975 released less than one quarter of 1% of the energy of the San Francisco quake. However, because the event occurred closer to Portola, it was also felt with an intensity of IV.

Hazards of Fault Rupture

A major step toward alleviating the hazards of fault rupture was taken in 1972, when the Alquist-Priolo Special Studies Zones Act was enacted. This legislation provides that approvals of any residential land subdivisions or building permits for structures for human occupancy (excluding mobile homes and single-family wood frame dwellings not exceeding two stories in height) within state-designated special studies zones must be in accordance with criteria established by the State Mining and Geology Board. These criteria prohibit the establishment of structures for human occupancy within 50 feet of an active fault trace within special studies zones. The legislation specifically authorized the State Geologist to delineate special studies zones up to one-quarter mile in width encompassing all faults "sufficiently active and well-defined as to constitute a potential hazard to structures from surface faulting or fault creep."

The California Division of Mines and Geology (CDMG) immediately responded to this mandate by delineating traces of those faults specifically cited in enabling legislation -- the San Andreas, Calaveras, Hayward, and San Jacinto, along with those faults which had produced events of 5.0 magnitude or greater since 1934. Following completion of these tasks, CDMG initiated a ten-year Fault Evaluation Program (expected to continue from 1976 to 1986) designed to map all faults meeting the "sufficiently active and well-defined" criteria of the Alquist-Priolo Act. Mapping of Plumas County (central and southern portions) was originally proposed for the year 1982; however, this work was postponed for at least one year when it became clear that fault delineation in the Bay Area--Santa Cruz--Monterey Bay--Stockton --Modesto area would require more than two years.

At present, the "special studies zones" closest to Portola are the Fort Sage Fault in Lassen County's Doyle area and the Cleveland Hill

Fault in Butte County. CDMG is planning to evaluate faults in the Mohawk Valley for possible zoning during the summer of 1983. It should be noted that some active faults are simply not sufficiently well-defined for delineation as special studies zones, but could still result in ground rupture. The Cleveland Hill Fault, for example, was not recognized prior to the 1975 quake.

Fault Zones in the Area

The planning area includes several faults delineated by the State of California Department of Water Resources in its Northeastern Counties Ground Water Investigation, prepared in February 1963. Two of these faults cross the city. Of these, one is shown in the Geologic Map of the State of California. This fault (Fault A on the seismic map) traverses the phase II and III Ridgewood property at the southern end of the city. The fault extends east from the city through the Sierra volcanic rocks to a point near the Hot Springs Fault 2.5 miles east of the planning area, where its eastern terminus is hidden by recent deposits from Grizzly Creek. To the west, it extends some 3-4 miles, intersecting the Portola-McLearys Road in the Iron Horse area, before merging into a branch of the Mohawk Valley Fault system near the canyon which separates the Humbug and Mohawk Valleys. Although there is no evidence that this fault is active, preparation of a fault study is advised if this corridor is planned for development.

The Ground Water Investigation report indicated a second fault within the city. This fault, which is concealed throughout its length by intermediate alluvial deposits from the Feather River, apparently extends from the vicinity of the city's sewer ponds through the Rocky Point suburban area east of the city limits. The map shows this fault as clearly south of Highway 70 throughout its length, and north of the Western Pacific tracks within city limits. It should be noted that this fault may have been inferred to exist based on information regarding barriers to the movement of groundwater. The groundwater investigation reveals several other possible faults, including one such concealed fault which apparently cuts through the heart of residential Delleker. These faults are shown on the seismic map.

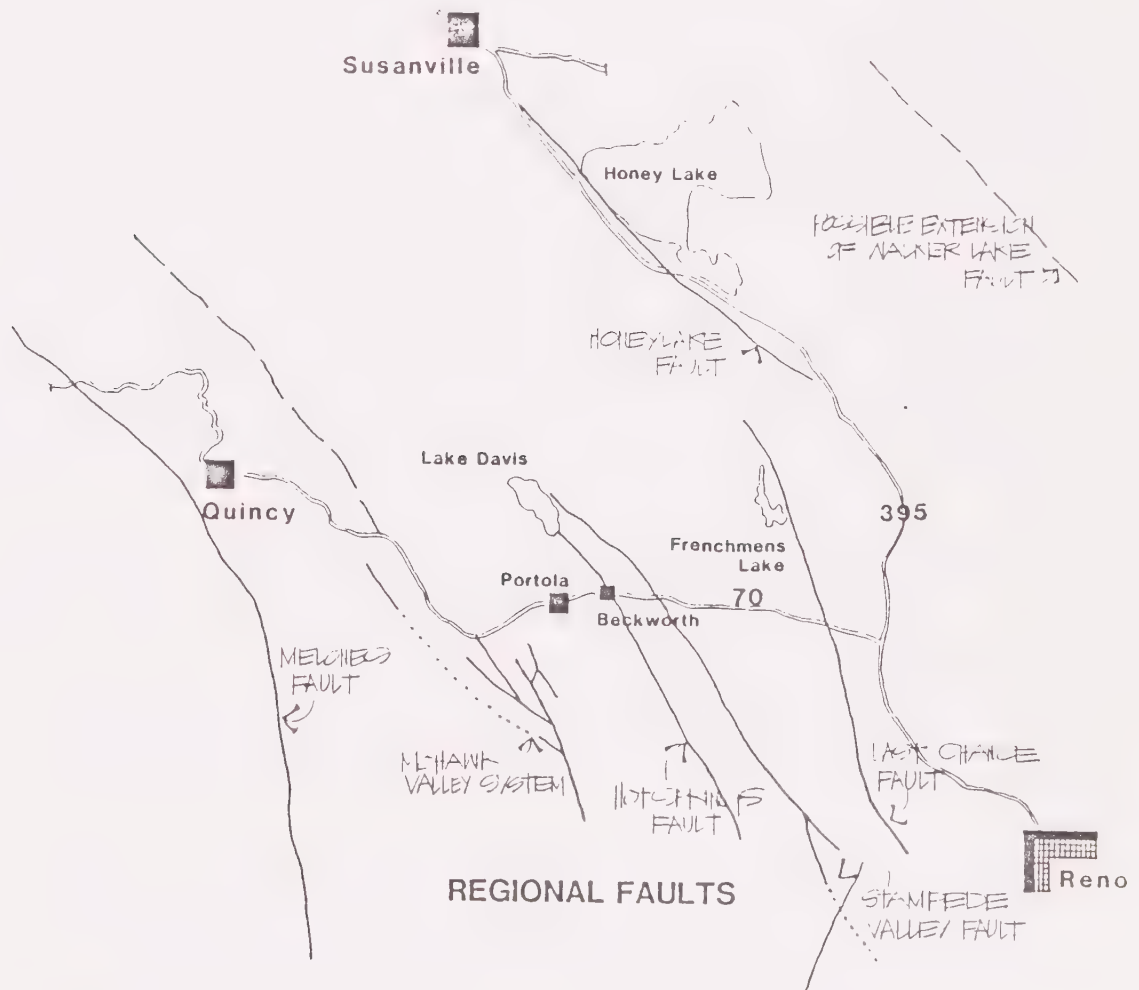
The California Division of Mines and Geology is currently beginning an evaluation of faults in the general Sierra Nevada area. However, due to resource limitations and the size of the area under study, regional evaluation will be based largely on reconnaissance and aerial photo interpretation. Site-specific investigation will still be necessary to evaluate surface rupture hazard from particular fault lines.

Regionally Significant Faults

Portola is more vulnerable to a moderately large earthquake (magnitude 6-7) on a nearby, fairly obscure fault than to a great earthquake produced by the San Andreas, Hayward, Calaveras, or Owens Valley systems. The faults within the planning area delineated on the seismic map may or may not be active. However, faults outside the planning area could generate quakes resulting in great intensities. These regionally significant faults range from the Cleveland Hill Fault Zone on the west to Nevada's Walker Lane Fault Zone on the east. Based on the preliminary seismic risk map in the Urban Geology Master Plan for California, fault zones to the east appear to pose the greatest threat. In the Herlong-Doyle area, the Fort Sage Fault, which

generated the December 14, 1950 quake is known to be active. The Honey Lake Fault is considered by some geologists as possibly capable of generating a quake of magnitude 6.0 to 6.9. Its activity level, however, is not known.

Both the Last Chance and Grizzly Valley fault systems extend into the active Loyalton--Truckee--Verdi area, which has experienced a number of moderately large (5.0 to 6.4) earthquakes. The Hot Springs Fault parallels the Grizzly Valley Fault to the west, passing within 2.5 miles of the City of Portola. To the west, both the Mohawk Valley and Melones fault systems could produce moderately large seismic events. Although the Melones has not generated any major (6.0+) earthquakes in historic times, its length suggests a potential threat: CDMG fault evaluation personnel have indicated that older faults could be re-activated by the tilting of the Sierra Nevada. It is now theorized that the Sierra Nevada, Cascade, and Basin and Range provinces are being "pulled apart." This process may be expected to generate moderate-sized earthquakes along faults in this area.



Seismic Risk

The designation of seismic risk in the Portola area is not consistent among sources. The Urban Geology Master Plan for California indicates that southeast Plumas County may be subject to vibrational intensities as high as IX. An intensity rating of IX corresponds to ground shaking which would cause severe damage to well-built ordinary buildings, collapse of unreinforced masonry buildings, and considerable interior damage, even in specially designed earthquake-resistant structures. Reservoirs could sustain serious damage, and some underground pipes would break. However, J.W. Guyton and A.L. Scheel of California State University, Chico have challenged this designation in a monograph entitled Earthquake Hazard in Northeast California. Citing the moderate historic record, they propose planning for a maximum intensity of VIII. This would be consistent with the Seismic Risk Map prepared by Charles Richter in August 1958. Seismic Zone 3 as established in the Uniform Building Code is applied to areas which can expect an intensity of VIII or greater also. An intensity of VIII corresponds to a level of damage which is considerable in well-built ordinary buildings, with partial collapse of some poorly built or designed buildings and severe damage to others. Numerous chimneys fall, the walls of frame buildings are damaged, and cracks may appear in wet ground and on steep slopes.

The Geological Foundation Factor

For land more than a few hundred feet from a fault displacement, the critical factor in variation of seismic vulnerability is the geologic foundation. The intensity of earthquake vibrations increases as the waves enter thick layers of soft soil or unstable soil-rock mixtures. These materials amplify the earthquake motions, transforming the rapid, small-amplitude vibrations into slower, large-amplitude waves more damaging to structures.

In general, structures overlying the unconsolidated intermediate alluvium (the geologic foundation underlying downtown Portola, much of southern Portola, and the Highway 70 corridor) would experience the heaviest shaking. Structures atop the loosely consolidated thick lake deposits will experience moderately heavy shaking. Buildings resting on granitic or other bedrock foundations will fare best. Foundation material by area is shown on the Area Geology Map.

As Peter Yanev indicated in Peace of Mind in Earthquake Country, three types of sites exhibit particularly poor performance in seismic events:

1. Landfills - The loose and insufficiently cohesive fill shakes and settles drastically in response to earthquake shock waves. Careful compaction and selection of fill materials can reduce seismic vulnerability.
2. Hill-base sites - The alluvial base of a hill is a much higher risk area than an alluvial plain a few tenths of a mile distant from the hill because earthquake shock waves are reflected and refracted at the point of contact between rock and soil. The problem is magnified if the hills are faulted near the rock-soil interface.

Future phases of the Ridgewood development will be affected by this problem. The planning area's most significant fault is virtually parallel to the interface between the Pleistocene lake deposits of Humbug Valley and the Sierran volcanic rock. Contact points between these lake deposits and bedrock also occur in the northern and northwest portions of the city.

3. Riverside sites - Earthquake shock waves are amplified by soft, water-saturated soil. These lands are also subject to seismically induced compaction and settlement. Old river beds and former water courses are among the worst locations for construction in seismically vulnerable areas.

These areas also present high potential for liquefaction - a process by which intense ground vibrations cause water-saturated soils to liquefy (through a combination of settlement and compaction of the soil and a rise in the water table), creating a quicksand-like effect.

Additional site-specific soils and groundwater studies will be necessary to determine whether lands adjacent to the Feather River are subject to liquefaction, but the potential can be considered to exist at this time.

Water Related Hazards

Due to the City of Portola's distance from the ocean and its high elevation, tsunamis (tidal waves) pose no threat, and as there are no lakes or reservoirs in the planning area, seiches (earthquake induced waves in lakes and reservoirs) do not present a hazard. However, it should be realized that an earthquake could conceivably result in spillage of effluent from sewage ponds operated by the City of Portola and Grizzly Lake Resort Improvement District.

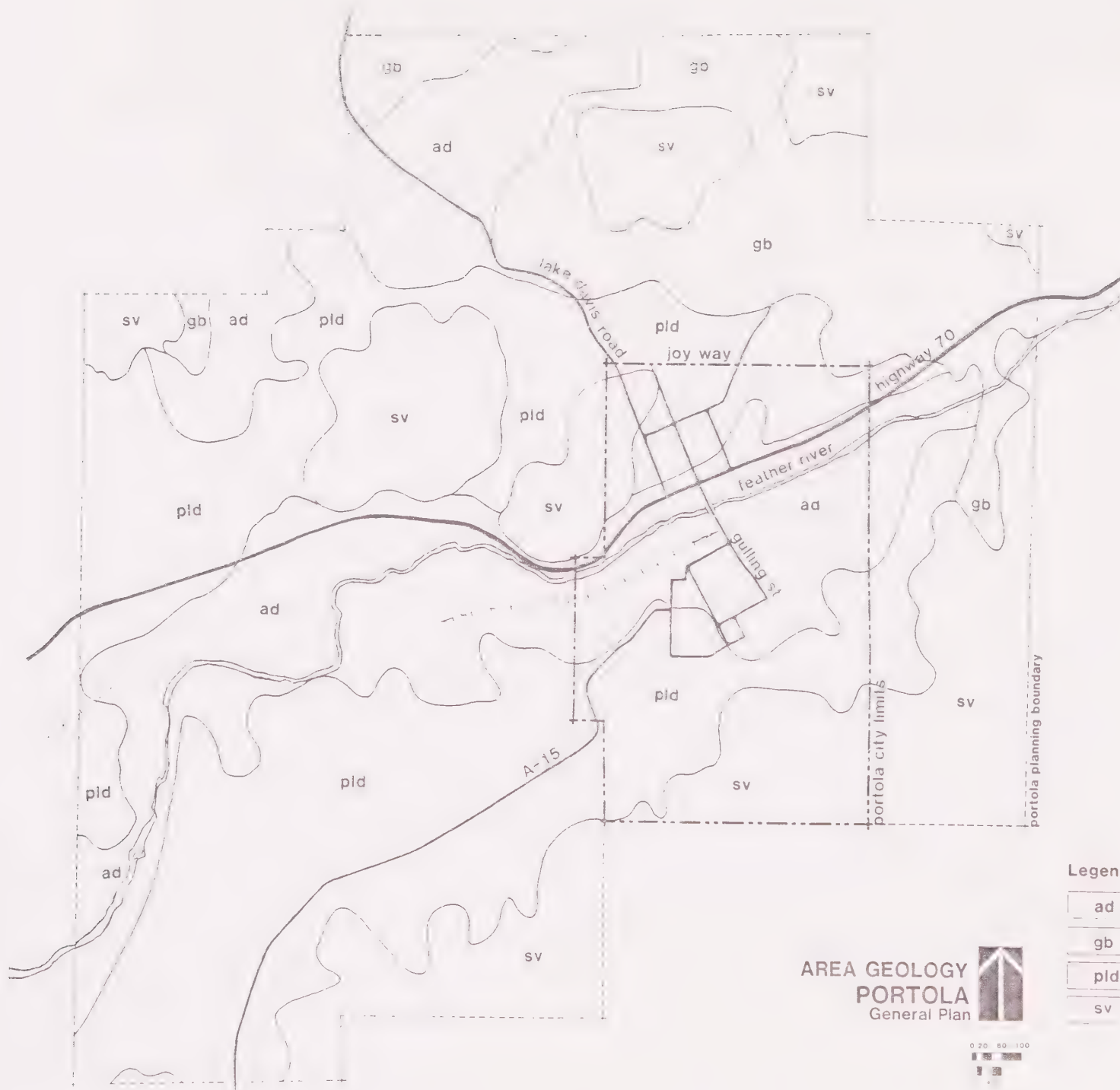
Seismically Induced Dam Failure

Seismically induced dam failure, however, does present a potential hazard. The Grizzly Valley Dam lies very close to the Hot Springs Fault. In the event that a seismic event were to cause a complete failure of Grizzly Valley Dam, the waters of Lake Davis would flow southeasterly along Grizzly Creek to Ramelli Ranch just east of the planning area, then proceed easterly and southerly, inundating the western part of Sierra Valley. Some of these waters, however, would be carried westward within the swollen current of the Middle Fork of the Feather River. Proceeding westward through the city, the waters would inundate an area ranging from the southern margin of the W.P.R.R. right-of-way on the south to the Highway 70 vicinity on the north. West of the city limits, the waters would fan outward in the wide, flat plain south of Delleker, expanding the width of the area of inundation to over 1/3 mile at its widest point. The areas which would be inundated due to failure of the Grizzly Valley Dam are illustrated on the geologic hazards map. The facilities located in the area which would be inundated include the Western Pacific rail lines and railroad yard, the city and Resort Improvement District sewage treatment facilities, and the lumber yard south of Highway 70 in the Delleker area. The residential units between Highway 70 and the Feather River within the City of Portola could also be subject to flooding.

Potential for Ground Failure and Erosion Information relating to the potential for landslides, mudslides, and soils compaction is relatively sparse in the Portola planning area. The Soil Conservation Service of the United States Department of Agriculture has not prepared a detailed Soil Survey for the Portola area. Plumas County's General Plan did identify some areas of high, moderately high, and moderate erosion within areas of the planning area outside city limits. These are shown on the geologic hazards map.

The area designated on the area geology map as Sierran volcanic rock appears particularly subject to sliding. The potential for landslides should be assessed prior to approval of developments downslope from these formations. Both faults and landslides could be geotechnically evaluated in conjunction with the environmental review process mandated by the California Environmental Quality Act.

Structural Vulnerability The most significant predictor of the resistance of a structure to earthquake damage from seismic shaking is the building's structural material and reinforcement to withstand lateral loads. Generally, modern wood-frame buildings constructed in accordance with Uniform Building Code (1973 or later) requirements for Seismic Zone 3 may be expected to perform well. Steel-frame buildings are even better. Reinforced concrete and concrete-block buildings will also perform well if constructed to building code requirements and with proper workmanship. Some reinforced concrete buildings have been known to fail in moderately large events, however, as a result of openings created after structural design for the addition of windows or air-conditioning equipment. Seemingly minor alterations in a reinforced concrete structure have been known to jeopardize stability. Mobile homes have been known to sustain extensive damage in earthquakes by being thrown from their pier foundations. Under the worst circumstances, a mobile home may be toppled to the ground through failure of piers. Another possibility is for the screwjacks connecting the home to the pier to fail, causing the home to drop on and be pierced by its piers. However, roof collapse is unknown, and no deaths have been attributed to structural damage to mobile homes. The most vulnerable structures are unreinforced brick, stone, adobe, concrete-block, and clay-tile buildings. These heavy, inflexible materials cannot withstand the lateral shock waves of an earthquake without reinforcement. There are few brick buildings in Portola, and most homes are of one story frame construction making structural vulnerability fairly low. An evaluation of seismic vulnerability of specific structures in the city has not been done; however, this evaluation should be part of the routine building inspection agenda.



Legend:

ad	
gb	
pld	
sv	

alluvial deposits
granite base complex
pleistocene deposits
sierra volcanics

AREA GEOLOGY
PORTOLA
General Plan





SEISMIC FAULTS

PORTOLA

General Plan



EMERGENCY PREPAREDNESS

The city officially created a disaster council in 1971. Section 2.32.040 of the Portola Municipal Code empowers the disaster council "to develop and recommend for adoption by the city council, emergency and mutual aid agreements and such ordinances and resolutions and rules and regulations as are necessary to implement such plans and agreements." Section 2.32.080 specifically indicates that the disaster council shall be responsible for the development of the city emergency plan. The emergency plan is designed to "provide for the effective mobilization of all of the resources of this city . . . to meet any condition constituting (an) emergency." The plan should also "provide for the organization, powers and duties, services, and staff of the emergency organization." The State of California Office of Emergency Services (Redding Regional Office), however, indicates that the City of Portola does not have an Emergency Plan on file. The disaster council should prepare a plan as soon as possible. Evacuation routes are shown on the circulation map.

PUBLIC SAFETY GOALS, POLICIES, PROGRAMS

GOAL TO MINIMIZE LOSS OF LIFE, INJURIES, OR DAMAGE TO PROPERTY RESULTING FROM PUBLIC SAFETY HAZARDS INCLUDING SEISMIC AND OTHER GEOLOGIC HAZARDS, FLOODING, FIRE, AND CRIME.

POLICIES It is the policy of the city to

Fire Hazard

1. Encourage the location of uses which concentrate large numbers of people on easily accessible routes.

Implementation: Land Use Element and Zoning Ordinances.
Target date: August, 1983

Vigorously enforce the Uniform Building Code and Uniform Fire Code.

Implementation: Yearly training of the building inspector and fire department in code provisions and implementation. Adequate yearly funding for code enforcement. Require yearly report to be filed on enforcement procedures.
Target date: Ongoing

3. Encourage the use of smoke detectors and fire extinguishers in all structures in the city.

Implementation: Include a smoke detector awareness campaign in yearly fire education program. Educational assistance is available from the Federal Emergency Management Agency. Provide smoke detectors and fire extinguishers at cost to residents.
Target date: Awareness Campaign by June, 1984 and then ongoing

4. Encourage on-site fire suppression such as sprinkling systems and fire extinguishers in industrial buildings public buildings, hospitals, elderly housing, buildings with chemical storage, and mobile homes parks.

Implementation: As part of planning process, these recommendations should be made. Include fire suppression requirements in mobile home park ordinance.
Target date: Ongoing

5. As a part of the planning process, require that building permits and subdivisions be reviewed by a fire safety official designated by the city for recommendations regarding access, siting, construction materials, and water supply.
Target date: December, 1983

6. Enforce fire hazard abatement in vacant buildings.

Implementation: Inspection of vacant buildings for fire hazard.
Target date: December, 1983 and ongoing

7. Establish weed abatement requirements around structures in wildland areas.

Implementation: Inclusion in zoning ordinance. The minimum should be 30 feet increasing on or near slopes.

Target date: December, 1983

8. Work with Forest Service in hazard planning for fuel breaks and control burns.
9. Establish minimum standards for high fire hazard areas mapped in the Safety Element. For areas where special conditions exist require stricter standards.

Implementation:

- 1) Avoid the placement of uses or activities which concentrate large numbers of people in fire hazard areas.
- 2) Limit the density of development on steep slopes in fire hazard areas:

High Fire Hazards Density
Limitations Guidelines

<u>Slope Percentage</u>	<u>Maximum Gross Density</u>
0-10	1 du/2.5 acres
10-20	1 du/5 acres
20-30	1 du/10 acres
30+	Open Space

*The guidelines can be modified for planned developments which incorporate fire mitigation including an adequate water source, fire breaks (where necessary and paved roadway access.)

10. Require the extension of the city's water system or individual water supply systems to be related to the size and topography of the land to be developed.
11. Require at least two ingress-egress routes in new developments in high fire hazard areas.
12. Participate in a yearly fire education program.

Implementation: Coordination with the Forest Service and the City Fire Department.

Target date: June, 1984 and ongoing

Flooding

13. Continue to collect flood-hazard data as it becomes available.

14. Minimize unjustifiable costs to the city and its residents caused by development in flood hazard areas.

Implementation: Comply with the FEMA regulations and actively implement them.

15. Develop alternative uses for flood plain areas such as open space.

Implementation: Creation of River Recreation Zone as described in the Conservation and Open Space Element.

16. Work with the Forest Service in its riverfront acquisition attempts and future riverfront planning. (Also a Conservation/Open Space Element Policy.)

17. Seek county, state, and federal funds to acquire riverfront lands. (Also a Conservation/Open Space policy.)

18. Encourage donation of private land to the city or Forest Service and Forest Service land exchanges for riverfront land. (Also a Conservation/Open Space Policy.)

19. Prevent the construction of homes in the flood hazard area.

Implementation: Inclusion in Land Use Element.

20. Explore alternatives to the sewage lagoon system located in the flood hazard area.

Implementation: Any expansion of the system should include an environmental impact report which explores alternative systems. Funding through Farmers Home Administration and the Environmental Protection Agency should be explored.

Crime/
Defensible
Space

21. Promote the design of new housing developments with defensible space as described in the Safety Element.

Implementation: Inclusion in subdivision and zoning ordinances.
Target date: December, 1983

Review of proposed subdivisions by Sheriff's Department for recommendations.
Target date: Ongoing

22. Maximize the capability of police patrol cars to patrol neighborhoods.

Implementation: Adopt subdivision regulations limiting length of cul-de-sacs and specifying minimum street widths, access to backs of commercial and industrial structures, and lighting of offstreet parking in commercial and multi-family unit developments.
Target date: December, 1983

23. Participate in coordinated crime prevention education program.

Implementation: Coordinate yearly awareness program with Sheriff's Department.

Target date: Ongoing

24. Maximize the use of streets and public places to improve the visual security image.

Implementation: Inclusion of mixed use zoning downtown in zoning ordinance. Encouragement of mixed business hour shops in shopping areas.

Target date: December, 1983 (zoning ordinance) and ongoing

Hazardous
Materials

25. Prohibit processing of toxic materials within the river area.

26. Work with appropriate state and federal agencies in planning for hazardous waste spills.

Target date: July, 1984

Emergency
Preparedness

27. Develop an emergency preparedness plan.

28. Obtain all available information regarding the activity level of area faults.

Geologic
Hazards

29. Require a 50 foot setback for all structures for human occupancy for any fault meeting the criteria of the California Division of Mines and Geology as "active". A geologic report will be required for any proposed development within 100 feet of an active fault which shall be prepared by a registered geologist in accordance with "Guidelines for Evaluating the Hazard of Surface Fault Rupture."

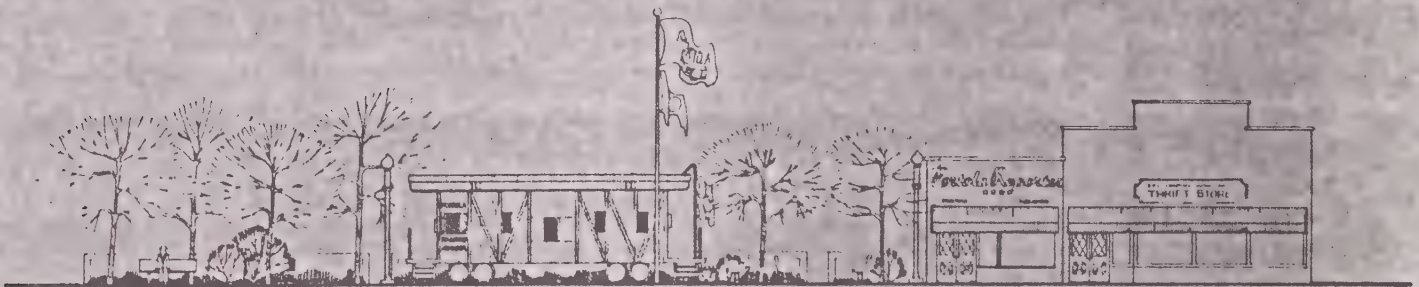
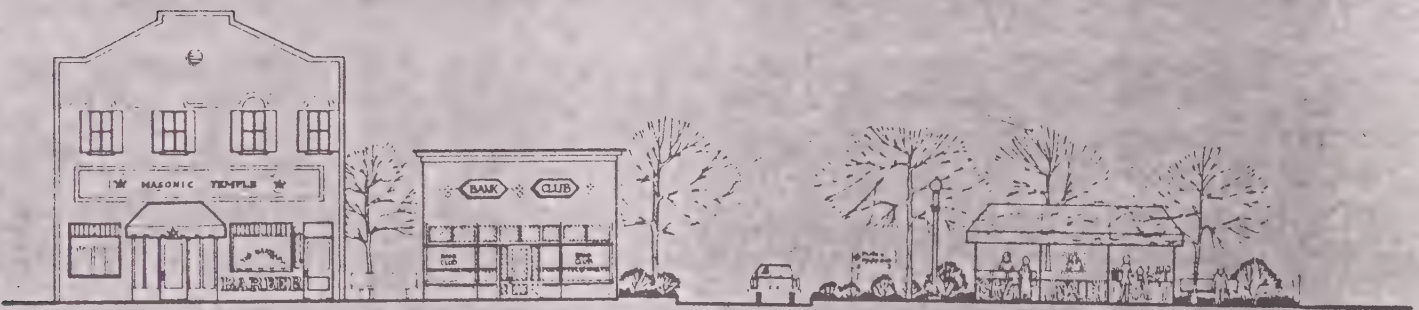
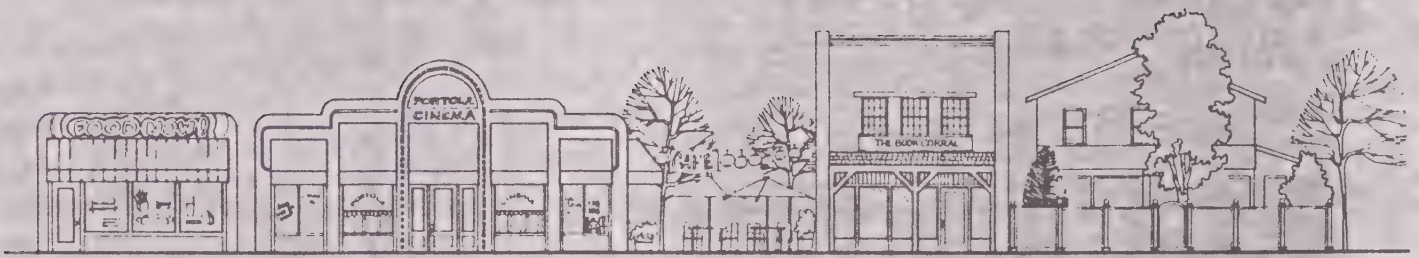
31. Require detailed foundation investigations, including evaluations of seismic vulnerability, in conjunction with any proposals to build structures of human assembly, employment, or trade with capacities of 50 or more persons, or any critical facilities such as hospitals, schools, arterial and collector roads, government buildings, sewer and water infrastructure, and utility transmission lines or pipelines.

32. Require that seismic vulnerability be addressed in the environmental documentation (or in the supplemental geotechnical evaluations) required for new major developments proposed over landfills, in the vicinity of the Feather River, and in alluvial or depositional areas within 1/8 mile of a mapped contact between bedrock or volcanic rock and alluvium or lake deposits as shown on the geologic hazards map.

33. Require that all structures shall be designed in accordance with requirements for Seismic Zone 3 in the 1973 edition of the Uniform Building Code or any later edition adopted by the City of

Portola. The city shall routinely evaluate updates to the Uniform Building Code for possible city adoption.

34. Endorse the efforts of the California State Department of Water Resources to maximize dam safety.
35. Require application of Best Management Practices, as necessary to maximize slope stability and avoid subsidence.
36. Cooperate with Plumas County in development of a "Landslide Potential Map of Humbug Valley."
37. Encourage the Portola branch of the Plumas County Library to maintain copies of books indicating how structures may be strengthened and reinforced to alleviate seismic hazards.



CIRCULATION · SCENIC HIGHWAY

C O N T E N T S

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Circulation/Scenic Highway Element

Background

A number of issues pertaining to circulation were identified in the old general plan. The need for a second overpass crossing the river was discussed as well as the future of the railroad and its property. Scenic roads designated in the old general plan were old U.S. 40 (Rocky Ridge Road) east of town to Highway 70, County Road A-15 through Mohawk Valley, and the Lake Davis Road.

State Guidelines

The Circulation and Scenic Highway Elements are combined in the Portola General Plan. The state requires that the Circulation Element contain the general location of existing and proposed thoroughfares and other transportation facilities.

State Circulation Element Guidelines

- Provide for transportation system which supports planned land uses.
- Promote efficient transportation of goods and all segments of the population.
- Efficiently use existing transportation facilities.
- Protect environmental quality.

Scenic Highway Element Guidelines

- Develop, establish, and protect scenic highways.

A transportation system can be divided into three elements:

- Roadways
- Transportation
- Paths and trails

Each of these elements will be discussed in relation to Portola now and in the future.

Roadways

Roadways are divided into four classifications - freeways, arterials, collectors, and locals. The only highway in Portola is State Highway 70 which does not function as a "freeway." The three street classifications are often described in design criteria by width or traffic volume. However, these criteria are not necessarily applicable to Portola. If Portola's street system were designed solely on these criteria, the impact on the area's steep slopes and other environmental features could be severe. Instead, functional characteristics are outlined for each street type here to allow for flexibility.

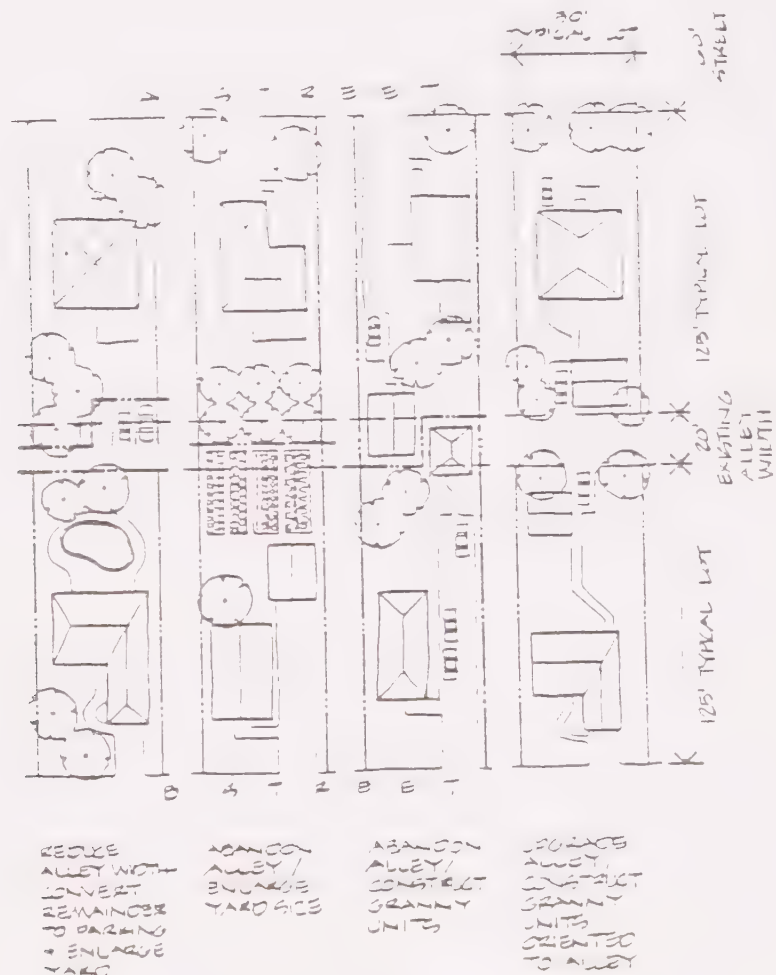
- Arterials - An arterial is a major street that feeds into a freeway. It is not intended to be a residential street. The only street in Portola that actually serves as an arterial is Highway 70. Highway 70 impacts the city in both a negative and

positive way. The location of the city on a state highway makes it accessible to tourists and creates an enticement to the location of supply dependant businesses in Portola. However, the noise and aesthetic impacts on the city are detrimental. The mitigation of noise impacts is discussed in the Noise Element.

Collector - Collector streets move traffic between arterials. They provide the main travel network within residential and commercial areas. The Lake Davis Road, Gulling, A-15, Commercial, California, Sixth, Main, and Beckwith are the collectors in Portola and should continue to serve as such.

Local - Local streets are the minor network that serve as access to homes mainly. Local streets can be designed to discourage through traffic and to create the feeling of a distinctly separate neighborhood. Most of the remaining streets in Portola can be classified as locals.

Alleys - The older neighborhoods in Portola all have alleys for backyard access, trash collection, etc. In some areas, alleys are needed and well used. In others, their conversion to private yards or as extra space for the construction of granny units might be beneficial as discussed in the Housing Element. The city should allow for alley abandonments if all neighbors on an alley petition for the closure.



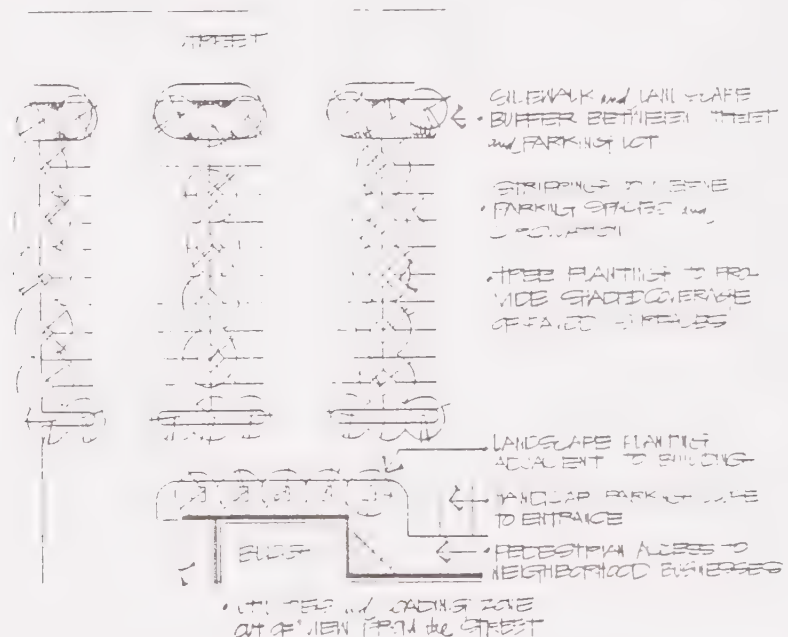
ALLEY CONCEPTS

The functional classifications of the streets in Portola as described here are not expected to change in the foreseeable future.

Impacts of Roadway System

There are a number of problems related to the roadway system in Portola today. An attempt is made in the Circulation Element to provide mitigation methods which should result in a positive environmental impact. No changes in the hierarchy of streets is planned. This fact is important, since changes in traffic patterns can heavily impact residential neighborhoods. Residents should feel assured that buying a home on a local or minor collector street will mean that the city will try to ensure them that status in the future.

- Visual - A roadway system can significantly detract from the aesthetics of a city. The sterile, asphalt corridor of Highway 70 is an example in Portola. The problem is a combination of the width of the highway combined with asphalted parking areas in front of businesses. There is no balance between landscaping and asphalt which creates a visual blight. Adequate landscaping should be required of all new businesses and major remodeling requiring a building permit. A 15% landscaped minimum is a guideline, but the goal should be to separate the highway from the parking area and the parking area from the building with landscaping to create a more pleasing visual scale. All portions of a parking lot that are not used for parking or driving should be landscaped.



HIGHWAY PARKING LOT CONCEPT

Signage can also be an aesthetic addition or detractor on a roadway. Appropriate signage is discussed in the Economic Element. In addition, widening and improvement of some roadways can destroy visual amenities. Natural vegetation may be removed or curbing and other improvements made that detract from the

rural setting. These factors should be considered before street improvements are made. They are particularly important along scenic roadways which is discussed later in this element.

- Urban pollutants - Runoff from roadways contains petrochemicals, lead, fertilizers from yards, and other chemicals. This is a particular problem in Portola where runoff flows into the Feather River. One method of stopping these pollutants before they reach the river is through the construction of settling basins at each main culvert and drainage that crosses the highway. Caltrans should be asked to construct settling basins on the river side of the highway to help protect the Wild and Scenic River.



- Design - The existing gridiron street pattern in Portola is a result of the original platting of the city by a lumber company. The streets do not follow the terrain of the city which is a particular problem in the northeastern section of the city where paper streets are shown crossing over a major drainage (shown as First Street) and into hilly terrain. First Street should be abandoned for use as open space. Outside of city limits, "four by four" parceling creates a necessity for streets that do not follow terrain, since the lots do not follow topography either. The discouragement of "four by fouring" would facilitate the planning of street systems coordinated with existing streets and lessen the need for extensive grading. Discouragement of "four by fouring" is discussed in the Land Use Element. These changes should result in a positive environmental impact.
- Congestion - Traffic congestion is currently not a problem in Portola. Historic traffic levels along Highway 70 are shown on the charts following this section. The intersection of most concern is at Gulling which has an average peak hour traffic load of about 510 cars. The capacity of this intersection is 890 vehicles per hour to maintain an adequate "Level of Service C." Since Gulling is the only access road to the south side of town, a stoplight has been recommended by the city for many years. A stoplight would help slow traffic on Highway 70 and make visitors

aware of the bridge crossing the river to the downtown area. Cars turning onto Gulling are often backed up and an accident is waiting to happen. A light would help prevent this possibility.

Future Traffic

Future traffic levels are tied to planned land uses. Given the land use plan shown in the Land Use Element, the future traffic on existing streets should not exceed capacity. However, the circulation system must be continually reevaluated as development occurs to ensure that its design is not inadvertently funneling unnecessary traffic into residential neighborhoods. The roadways of most concern as a result of the spatial patterns of growth planned in the Land Use Element are A-15, Highway 70, and the Gulling Bridge. As development occurs, the peak hour traffic loads on each of these roadways must be assessed. Currently, A-15 has a peak hour load of about 100 vehicles and a capacity of approximately 800. Actual traffic patterns that Ridgewood residents will use to reach Highway 70 through the southwestern residential neighborhoods cannot be accurately predicted, but the potential impact is of great concern. For this reason, the relocation of A-15 to the west near downtown is suggested for study. Through most of the city, Highway 70 is at less than half its capacity during peak hour. However, the stretch of highway 1.8 to 2.5 miles west of city limits is currently exceeding capacity during peak hour. The highway narrows here and capacity is only 200 (Level of Service C). Spatial growth patterns as planned in the Land Use Element will not greatly impact this section, but since capacity is already exceeded it should be a high priority area for improvement by Caltrans. The Gulling Bridge is the last area of concern. Peak hour traffic across the bridge is about 480 vehicles per hour (estimated). It is not overloaded currently, but will be of concern as the Ironwood area and Ridgewood develop. Feasibility of a second overpass or improvement of the bridge should be assessed as development occurs.

The city does not have a policy of constructing streets predevelopment, unless an assessment district is formed or if the developer finances their construction. Therefore, the city's street construction program is not growth inducing nor a financial liability to the city. Maintenance becomes a problem if the area does not develop. Therefore, before the city agrees to issue bonds for street improvement to be repaid by the developer, an independent market study should be required. In addition, before annexation streets should be up to city standards. New streets should follow topography as much as possible and avoid impact to unique natural features.

Street Design Guidelines

- Arterial maximum grade: 6%
- Collector road maximum grade: 12%
- Local road maximum grade: 12%
- For short distances (less than 500') grade may equal 14% on south facing slopes
- Grades within 100 feet of intersection maximum: 4%

Noise - Traffic noise can severely impact a city. The airplane and the railroad are the main sources of noise in Portland. The mitigation of this impact is included in the Noise Element.

Highway

Average Daily Traffic - 2010

Table 13 - 2010

	Western City Limits	Douglas	Meadow Way	East of City Limits
1991	100	400	100	200
1992	100	400	100	200
1993	100	400	100	200
1994	100	400	100	200
1995	100	400	100	200
1996	100	400	100	200
1997	100	400	100	200
1998	100	400	100	200
1999	100	400	100	200
2000	100	400	100	200

Average Daily Traffic - Peak Month

	Western City Limits	Douglas	Meadow Way	East of City Limits
1991	1000	4000	1000	2000
1992	1000	4000	1000	2000
1993	1000	4000	1000	2000
1994	1000	4000	1000	2000
1995	1000	4000	1000	2000
1996	1000	4000	1000	2000
1997	1000	4000	1000	2000
1998	1000	4000	1000	2000
1999	1000	4000	1000	2000
2000	1000	4000	1000	2000

Peak Hour Traffic

Capacity 10" leve	Western City Limits	Douglas	Meadow Way	Eastern City Limits
1991	100	400	100	200
1992	100	400	100	200
1993	100	400	100	200
1994	100	400	100	200
1995	100	400	100	200
1996	100	400	100	200
1997	100	400	100	200
1998	100	400	100	200
1999	100	400	100	200
2000	100	400	100	200

Public Transportation

Public transportation does not make up a large portion of the transportation network in Portola. A Greyhound bus stops in Portola once a day in each direction on Highway 70. Only about 4 persons per day get on or off in Portola, 6 to 10 during the peak summer months. In addition, a county operated senior citizens' bus serves elderly and handicapped residents Monday through Friday. The railroad no longer offers Amtrak service on the Feather River line, though it may be reinstated on the long term. The presence of the railroad is a major part of the transportation network in Portola. No plans are being made for its expansion, however. The future of the railroad in Portola is discussed in the Economic Element. The greatest potential for increasing public transportation in Portola is through commuter carpooling. A number of residents commute to Reno and some do carpool. Due to the small size of Portola, a park-and-ride lot does not seem necessary currently. However, the city could play a role in encouraging carpooling by initiating a ride match program. The most appropriate location for a park-and-ride lot would be on the eastern edge of town enroute to Reno. Such a lot could serve as a swap meet area on weekends as suggested in the Economic Element. Urban Mass Transit Act Section 18 funds should be explored to help construct a park-and-ride lot.

Paths and Trails

The path and trail network in a city consists of its sidewalks, recreational trails, and paths. Proposed trails and a bikepath in the river area are discussed in the Recreation Element. In addition, a conceptual plan for a citywide trail and bikepath system are included on the circulation map. It is set forth as a concept to better utilize planned open space with trails and to delineate the best bicycle routes for visitors and residents within the city. Use of bike path signage and painted bike lanes would be a first step as well as placing bike racks at public gathering places. The bikepath in the river area is first priority for any type of construction and should be planned in coordination with the Forest Service in its river area improvement work.

Trails and bikepaths can have great environmental impact through removal of vegetation, grading, and introduction of litter, horse manure, and general overuse. Heavy erosion and destruction in wildlife habitat can result. The concept plan for trails and bike paths in the city generally follows existing roads or graded areas. No widening of roads is planned. However, the new bike path and trail within the river area will require vegetation removal and construction to meet the bike path with Riverside Avenue. Through coordination with the Forest Service in appropriate trail engineering, severe environmental impacts should be avoided. Maintenance of the trails should be planned at the onset of the project, perhaps using volunteer help. The development of trails and bike paths in Portola, especially in the river area, should provide a positive net environmental impact due to the increased appreciation for Portola's natural features which will be fostered. In addition, the encouragement of bikeways in Portola can only have a positive environmental impact. Bicycles need no fuel, require little space for parking or riding, and are a viable transportation alternative in a small city.

Sidewalks

Sidewalks have a number of functions. They serve as a basic transportation system, as a play area for children, and for recreational walking. Most of the residential neighborhoods in Portola do not have sidewalks which has not presented a problem due to the low level of traffic - streets can easily serve as walkways. However, in the future sidewalks should be required in new medium to high density housing developments. Higher density housing creates a greater need for a formal path system as well as public open space. In addition, sidewalks are important near schools and along heavily travelled routes. Sidewalks in these areas serve a number of functions including:

- Separation of pedestrians from motorists
- Efficient movement of pedestrians
- Aesthetic improvement

In rural areas, formal sidewalks are not necessary and may even detract from the setting, however. A conceptual plan for sidewalk improvement downtown is included in the Economic Element. Sidewalks are shown as nine feet wide with spaces for tree planting and use of brick or textured paving. In developing sidewalks, the goal should be a consistent design within a neighborhood or district, separation of pedestrians from traffic, and visual improvement through use of landscaping and design of the sidewalk (curvilinear path, textured surfaces). As a minimum, the following are guidelines for sidewalks:

- 5 foot wide walk with 3 foot landscaped parkway in commercial areas
- 4 foot wide walk with 3 foot parking in residential areas
- Pedestrian linkage should be provided to adjacent uses on Highway 70 when new development occurs with the goal of fitting into a coordinated pedestrian system in the future.

Using these guidelines, a net environmental improvement is expected.

Parking

Parking is an extension of the circulation system and is required for all projects. Adequate parking is important to the success of business districts and is necessary in residential areas. However, parking areas can be visually detracting if not designed properly. Guidelines for parking follow:

- Parking areas should be easily accessible from the street.
- Parking layout should be easily understood by the driver and maneuvering space should be adequate for the angle of parking.
- Parking lots should be located so that they do not dominate the development.

- Parking lot landscaping should provide shade to lower summer temperature in the lot.
- Landscaping should help clarify the circulation pattern in a lot.
- Landscaping should separate the building from the lot and the lot from the street to break up the visual impact of the expanse of paving.
- All areas of a parking lot not used for parking or driving should be landscaped.
- Pedestrian access to neighboring businesses should be provided.
- A landscaping minimum of 15% shall be required in parking lots.
- Loading areas should be separated from the main parking area and away from street view.
- Parking spaces for the handicapped should be provided as required by the Uniform Building Code.
- Parking lots draining into the river should be minimal in size to reduce runoff. Runoff impact should be addressed in development proposals in these areas and use of best management practices should be required. The Conservation Element also discusses this problem.

Actual number of parking spaces required in Portola is part of the zoning ordinance and varies with the type of use. Parking standards are listed by specific use. Not recognized in these standards (which are only "guidelines" in the zoning ordinance), is the peculiar parking requirements of a downtown area. Downtown areas, because of their compactness and lot coverage do not usually have parking lots for each business. Instead, parking is provided on the street and in shared lots owned by a businessman's association or the city. The Portola downtown area is no different. Approximately 150 spaces are available on the street and 105 in private lots. It is apparent that businesses downtown cannot be expected to provide parking on site to the same standards as a highway commercial area or shopping center. Rather, an overall plan for downtown including public parking is needed. A parking concept plan is shown in this element as one possibility. In the Land Use Element, downtown is depicted as a Specific Plan District meaning that a specific plan should be prepared for the area that would include parking. Upgrading of the parking system downtown would add parking spaces as well as create an aesthetic improvement. In addition, preparation of a specific plan for downtown including a parking plan will demonstrate the commitment of the city to the success of downtown.

Parking improvements, particularly the addition of landscaping and minimizing ground cover in areas draining directly into the river should provide a positive net environmental impact.

Circulation Improvements- Implementation In the past, the city has contracted with the county for road improvements. The future of this arrangement is uncertain. About \$100,000 per year is spent on road improvements and snow removal which is funded by the general fund and various revenues including the gas tax. Priority street improvements should be (and have been) based on safety concerns first and then need. A 60% build-out demonstrates need for road paving. Using these concerns, the following priority list has been developed. Other improvements to the circulation network are also included.

Priority Circulation Projects

<u>Street Projects</u>	<u>Priority</u>	<u>Target Date</u>	<u>Responsible Agency</u>
General Repairs	1	Ongoing	City
Retention basins along highway	1	by 1985	Caltrans
Light at Junction and 70	1	by 1984	Caltrans
Recounting of 4-11 study	2	by 1984	City
<u>Paving</u>			
Ridge between Ridge and West	2	1984	City
Ridge between Mohawk and Loynton	2	1984	City
Spruce between Ridge and Gulling	3	1984	City
Plumas between Ridge and Gulling	4	1985	City
Mohawk between Gulling and Beckwith	5	1986	City
Fourth St. between City Limits and Spruce	6	1986	City
Alleys	7	Ongoing	City
Ellen between 4th and Meadow way	8	1987	City
<u>Other Circulation Projects</u>			
Downtown Specific Plan/ Parking Plan	1	1984	City & Merchants
River Area Bike Path	1	1984	City & Caltrans & Forest Service
River Area Path	1	1984	City & Forest Service
Downtown Sidewalk Improvements	2	1986	City & Merchants
Scenic Road Signage	2	1986	City & Caltrans & County
City Street Bike Route Street Paintings	3	1986	City
Paths in City Open Space	3	1986	City
Park-and-Ride Lot study	3	1986	City & Caltrans possible funding City
Other Sidewalk Improvements	4	Ongoing	City

The state has a system of scenic highways. Scenic highway designation qualifies a highway for special attention to the impact of the highway on the landscape, the visual appearance of the highway, and special signage. If a highway receives the scenic designation, local agencies are required to protect the scenic corridor through:

- regulation of land uses and density
- detailed site planning
- control of outdoor advertising
- attention to earth moving and landscaping
- architectural design

When corridor protection is implemented, the state can include the highway in the system. The highway, however, must be a state highway. Only Highway 70 in Portola could be included in the state system. However, the state can designate county scenic highways if their protection meets the same criteria. These highways will then appear on state scenic highway maps. Plumas County has recommended Highway 70, east and west of city limits, and the Lake Davis Road as county scenic highways. The city is also recommending that A-15 be designated a county scenic highway and that Rocky Point Road be designated a city scenic roadway. The circulation map reflects these recommendations. In addition, the land use map shows scenic overlays of these corridors. Specific standards for the scenic highway and roadway corridors follow. They are consistent with the county guidelines so that cooperation can be achieved.



- The scenic corridor is 100 feet on either side of the highway.
- No billboards are allowed in the scenic corridor.
- On premise signs shall not exceed 6 square feet in residential areas and 100 square feet in commercial areas.
- No signs may be higher than the structure.
- No signs with flashing lights are allowed.
- Utility lines should be obscured from view or placed underground.
- No buildings may be placed within 50 feet of perennial streams and ditches within the corridor.
- Natural topography and vegetation must be maintained within the public right-of-way unless it presents a public safety hazard.
- Where views of the river are present, design should maximize view retention and conform to scenic overlay guidelines.
- Parking areas and the roadway shall be separated by landscaping with natural vegetation.
- Architectural design should be softened by natural vegetation screening.
- Grading for construction must be promptly revegetated with native plants.

A system of designated scenic roads should result in a positive net environmental impact if guidelines are properly implemented.

GOAL

TO PROVIDE FOR AN EFFICIENT TRANSPORTATION NETWORK WHICH WILL SERVE RESIDENTS AND ENCOURAGE VISITORS TO VISIT THE CITY. THE TRANSPORTATION NETWORK SHALL BE SENSITIVE TO PORTOLA'S UNIQUE ENVIRONMENTAL FEATURES AND INCLUDE ALL TYPES OF TRANSPORTATION MODES AND SHALL BE COORDINATED WITH PLANNED LAND USES IN THE CITY.

POLICIES

It is the policy of the city to:

1. Require new developments to provide adequate rights-of-way for future traffic patterns and provide funding for street construction.
2. Require street design in new developments to follow topography and avoid disturbance of unique natural features such as drainageways.
3. Support the senior citizens bus system.
4. Explore the establishment of a park-and-ride lot at the east end of the city.
5. Design a bikeway system within the city to promote bicycle use.
6. Develop a bicycle and hiking path and equestrian trail system in the river area for residents and visitors.
7. Require that all new developments include sidewalks, bike paths, and trails where appropriate.
8. Require adequate, well-designed parking for new development.
9. Encourage businesses operating at different hours to locate downtown and in new shopping centers to help more efficiently utilize scarce parking space.
10. Work to lessen through traffic impact on residential neighborhoods including studying the possible rerouting of A-15 west of downtown.
11. Allow alley abandonments if requested by residents on the alley section.
12. Work with Caltrans in lessening the impact of the highway on the city.
13. Work toward reduction of erosion and runoff of urban pollutants into the river area.
14. Establish roadway design and construction standards which will ensure emergency vehicle access and efficient maintenance of roadways.

15. Require paved roadway access to all new lots created and require the paving of roads as a condition of annexation.
16. Where appropriate develop specific roadway alignment plans for areas of the city and the city's sphere of influence where land parcels under separate ownership require coordinated planning of roadway alignments.

Scenic High-
ways and
Roadways

17. Protect the scenic value of the city's designated scenic roadways and coordinate their designation and signage with the county.
18. Minimize the view impacts of new developments to major roadways which provide visitor access to the city, require buffering within view corridors to these roadways.



LAND USE

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LAND USE ELEMENT

Intro- duction

This is the second amendment (or update) to the City of Portola's General Plan Land Use Element. The original land use element was adopted in 1975, and subsequently amended in 1983. The purpose of the 1989 amendment is to:

1. Update the existing Land Use Map;
2. Evaluate the previously adopted goals, objectives policies and implementation programs to determine the effectiveness and current relevance;
3. Provide options for allowing alternative land uses to existing zoning;
4. Pursuant to the evaluation process, if it is determined to be appropriate, amend the land use goals, objectives, policies, zoning and/or implementation programs to reflect current identified needs and to bring the land use element into conformance with state requirements.

State Guidelines

The State of California requires that each city's General Plan include a land use element. The City of Portola's Land Use Element is guided by State land use objectives. The State of California Government Code Section 65302 (a) states: "A land use element shall designate the proposed distribution and general location and extent of the uses of the land for housing, business, industry, open space, including agriculture, natural resources, recreation, and enjoyment of scenic beauty, education, public buildings and grounds, solid and liquid waste disposal facilities and other categories of public and private uses of land. The land use element shall include a statement of standards of population density and building intensity recommended for the various districts and their territory covered by the plan. The land use element shall identify areas covered by the plan which are subject to flooding and may be reviewed annually with respect to those areas. The land use element shall designate, in a land use category that provides for timber production, those parcels zoned for timberland production pursuant to the California Timberland Productivity Act of 1982, Chapter 6.7 (commencing with Section 51100) of Part 1 of Division 1 of Title 5."

Background

The 1983 amended Land Use Element set forth a preferred alternative identified through a series of citizen input meetings. This option addressed the spatial layout and direction of preferred land uses within the city limits and in the surrounding areas. Residential growth was to occur north of the city while commercial development was limited to the "downtown" core area. Industrial uses were encouraged to develop on the south side of the Feather River adjacent to the existing Union Pacific Railroad operations. Five specific plan areas were identified in the previous plan within the city limits and one specific plan area was identified outside of the city limits.

Citizens Involvement

The 1988-89 Citizens Advisory Committee substantially concurred with the planning strategies set forth in the 1983 amendment. The committee reviewed the impacts of growth that had taken place between 1983 and 1989 and analyzed the unmet needs of the community. The principal need identified was for the adoption and implementation of planning strategies which would encourage future development within the existing city limits and would promote improved utilization of existing resources to strengthen the economy.

The following amendments to the existing land use map and planning strategies were proposed by the Committee to achieve the stated objectives:

1. Amend the Zoning Ordinance to allow light industrial uses in areas currently zoned Commercial under conditional use permits, and adopt a definition of light industrial uses.
2. Adoption of requirements for site design plan standards for all proposed Industrial and Light Industrial uses.
3. The land use map was amended to reflect a zoning boundary change to include three additional acres of currently zoned low to moderate density zoned land to moderate density zoning.
4. Minor zoning boundary changes were proposed on the land use map which were consistent with current land use.
5. Two areas which were previously designated as specific plan areas were redefined in terms of the types of preferred land uses for these specific plan areas.
6. The goals and policy statements were revised and expanded to be more explicit about the planning

objectives of the city.

7. Cottage industries will be permitted under Conditional Use Permits in residential areas subject to restrictions set forth in the Housing Element.
8. Adoption of a Granny Flat ordinance permitting second unit additions where consistent with existing zoning density and subject to design standards set forth in the Housing Element.
9. Amend the Zoning Ordinance to allow under a conditional use permit a homeless shelter and/or transitional housing in the downtown commercial district.

The Committee expressed the desire for a planned growth to allow for more opportunities for commercial and light manufacturing development to serve Portola and East Plumas County.

The Committee felt the community could retain the lost business to the Reno area by both encouraging the development of attractive city entrances along State Highway 70 as well as refurbishing the downtown area. The Committee also concurred with the commercial specific plan area previously adopted in the prior land use element amendment.

To help satisfy the existing and future needs of the city, the Committee recommended allowing as a "conditional use", those uses that met special design standards and light manufacturing (industrial) uses in commercial zones. The committee concurred with previous planning recommendations to allow light industrial uses, such as light manufacturing along Taylor Avenue south of the railroad tracks.

As was stated in the previous land use element and in the existing Economic Element, recreation was recognized as an important economic component in Portola. In August of 1988 a forest fire consumed 875 acres of forested land; 358 acres were destroyed within the City of Portola.

This fire has had an adverse impact on the scenic quality, resource conservation and potentially the water quality of the region. These adverse impacts could also result in an economic hardship for the City of Portola in terms of diminishment of recreational resources in the community.

The land area affected by the fire, south of the existing hospital off South Gulling Street and Fourth Avenue, was previously designated as a "specific plan area" with an

underlying zoning for low/medium residential density. The Citizens' Advisory Committee felt the emphasis of the specific plan should be focused on an outdoor recreation use such as a golf course, accessory uses and residential development. Considering the current condition of these lands and subject to the appropriate environmental findings an outdoor recreation use would be a more appropriate use. The preparation of a specific plan for these uses would hopefully coincide with the major reforestation plan to restore this land area, and diminish the adverse impacts associated with fire. This revised planning strategy would also meet the objectives of the community in strengthening the economy by encouraging more outdoor recreation and improving the utilization of existing land areas within the city.

Another specific plan area which was the topic of discussion and concern was the area bordered by Taylor and Grove Streets, adjacent to the city cemetery. This area was recognized as a priority area for future development due to the proximity of the area to the existing commercial center of town and to the existing public services. The Citizens' Advisory Committee felt this specific plan area should be further specified as a Multiple Use Moderate Intensity Specific Plan Area as an incentive to encourage the development of large single development. Existing topographical and infrastructure needs make the area economically infeasible for any small tract of land in this area to be developed. However, through density transfers and other planning strategies allowing a mix of residential, commercial, light manufacturing and institutional uses, a larger single multiple use development could occur. No change in the density of this area is proposed with these additional provisions.

LAND USE DISTRICTS

The Land Use Element for the General Plan indicates in general terms the projected use of the land area in and around the present city. Proposed uses are outlined on the General Plan Map and the recommendations and policies on land use are found in this text. Shown on the General Plan Map are categories of land use districts (zoning) for the Portola area.

Residential

Three basic residential use classifications are indicated on the General Plan Map as low, medium and high density. These areas are usually representative of the expansion of an existing use or growth pattern.

Low Density - Up to 4.5 dwelling units per acre. This density range would include most large lots in town and new single-family developments.

Medium Density - 4.5 to 8 dwelling units per acre. This density includes 50' X 125' lots in Portola (5.3 du/acre), older single neighborhoods with a mix of second units, and mobile home parks.

High Density - 8+ dwelling units per acre. This density range would include apartments and townhouses. Many of the high density areas are located near the highway guided by the Noise Element and citizen input during discussion of growth options. In addition, hotels and motels should be allowed with special use permits in order to conform to recreation and economic policies of promoting visitor services along the highway. Other high density areas were created to encourage the combining of small lots such as along Taylor Avenue and west of West Avenue.

Commercial Commercial areas shown include the highway commercial strip and downtown. In addition, downtown is included in a specific plan district so that it's special problems can be addressed.

Along the highway corridor, requirements should reflect the need to balance paved area with landscaping in order to improve Portola's "at-first-site image" and to control the runoff of urban pollutants into the river. Visitor services should be encouraged uses.

Use of design guidelines should mitigate environmental impacts as a result of highway commercial development. Impacts to the downtown commercial area due to loss of business can be mitigated by enhancing downtown, providing adequate signage on the highway to direct tourists downtown, and encouraging visitor services on the highway and resident services downtown.

Industrial Areas where industrial activity would be allowed are depicted. Environmental impacts are likely to be high, but can be mitigated through use of innovative techniques. Most of the industrial district is located in the river area view corridor. Mitigation of view destruction is described in the Conservation/Open Space/Recreation Element, in the Scenic Highways Element, and in the Scenic Overlay section which follows. Mitigation of impacts to adjacent uses will be achieved through use of buffer zones, also discussed in the Overlay District section.

Light Manufacturing (industrial) uses are to be encouraged as a conditional use, as permitted by City Council, in the Commercial zone along Park Avenue.

Recreation/
Open Space

River Recreation Area - A special open space district along the river for development of river recreation in Portola and to preserve the Wild and Scenic Feather River, wetlands, and riparian habitat. The conceptual plan in the Conservation/Open Space/Recreation Element should serve as a guide. Development of recreation uses should be allowed if they do not conflict with goals and policies related to the river. Railroad uses, but not structures, are allowed also.

Open Space - Open space areas owned by governmental agencies or private individuals for use as developable parks, drainage, or undevelopable due to natural constraints such as flooding. The Charles Valley area is included due to future plans by the owner to donate it to the Boy Scouts of America.

A number of government owned parcels of land are not included as open space. These are areas designated as available for exchange. They may be allowed to be sold rather than exchanged if enabling legislation is passed in Congress. The city should work with the Forest Service in rezoning the land to add value to it before sale or exchange. In return, the city should receive a share of the sale monies to offset the costs of providing city services to the land. Sale of the property should be tied to use covenants, timing of development, and environmental protection measures as part of the rezoning process.

Agriculture - Areas of prime agricultural value of lands under the Williamson Act. Only uses related to agriculture are allowed.

Timber - Areas of prime timber value are under Timber Preserve Zone designation for tax purposes. Timber production and management and watershed management are allowed uses.

The Open Space Districts should have a positive environmental impact within the planning boundaries due to conservation of the resources located within them.

Civic/
Institutional

Religious, cultural, recreational, educational and government activities are located or planned on these sites. Some are not indicated because they are too specific for the General Plan.

Utility

Public and private utility uses and facilities are included on the land map. Some facilities are not indicated because they are too specific for the General Plan.

The sewer ponds are considered a utility on the map. Expansion of the ponds will result in a negative environmental impact. The city should explore other methods of sewage treatment to mitigate this impact.

City Landfill - The state also requires any dumps or landfills to be indicated on the general plan land use map. The Portola landfill which is city operated is indicated as an institutional use but requires special consideration. The County Solid Waste Management Board is responsible for preparing a specific solid waste management plan, but the city must comply with state law by planning for compatible land uses around the landfill which would not "restrict or preclude the establishment or expansion of the solid waste facility or site." (sec. 66784.1, California Government Code).

The Portola land fill is a 29 acre Class II sanitary landfill. As a Class II landfill it does not receive hazardous wastes but does receive:

- Residential and commercial wastes
- Tires
- Autobodies
- Whitegoods
- Woodwastes

Burning and disposal of septic and sewage sludge are not allowed. Approximately 1800 tons of waste per year are received at the landfill. The life of the landfill is approximately 20 years, therefore exploration for a new site is not needed immediately. Since the life of the landfill is still fairly long the city's land use planning must insure that surrounding uses are compatible with the dumps operation period as well as after reclamation of the site. The following are potential impacts of a landfill operation that should be considered in location of a new site. The specific impact of the current dump site is also discussed.

1. Traffic - The current landfill generates traffic during operation hours from residents using the facility and the garbage disposal service. Traffic from trucks can impact some land uses, especially hospitals, schools, and residences. Driveways should not exit on the road to the landfill.
2. Noise - Noise generated is a result of traffic and equipment operation on the site. Surrounding uses should not be noise sensitive.
3. Odor - Odor is a function of adequate cover and wind direction. The closest residents southwest

of the fill have complained about odor. Generally, however, wind blows to the east, therefore odor will most heavily impact uses in that direction. Cover is required on the working face every day and should be enforced.

4. Dust - Dust during dry months is a problem and most heavily impacts areas downwind. Confining the working face to one specific area would reduce this problem.
5. Litter - Scattered litter and litter along the road leading to the site can impact surrounding uses. Scattered piles of litter on the site should be placed on the working face to reduce this impact.
6. Vectors - Vectors (disease carriers) are a problem associated with waste disposal. Insects and other animals feeding in the sanitary landfill can carry disease off the site to spread among animals and humans. Limiting surrounding uses to those of low density and adequate working face cover will help reduce the potential impact.
7. Fire and Explosions - The oxidation process occurring at a waste disposal site creates heat which can cause fire outbreak. Glare from metal and glass refuse can cause fires and discarded household chemicals can explode. In addition, any future waste-to-energy facilities that may be built on the site could create an explosion hazard. Reduction of the fire hazard can be achieved through adequate litter cover and education of the public about proper chemical disposal. The existing dump site is in a high fire hazard area, but the population density is low which reduces the safety hazard.
8. Gas Migration - Gases generated from decomposition can impact surrounding uses as well as uses located on the site when it is reclaimed. Reclaimed uses should not include structures for human habitation. In many reclaimed landfills, methane gas is collected for use. For this reason, the site should be zoned for waste-to-energy facility location to encourage such an operation.
9. Air Quality Degradation - Air quality surrounding a landfill can be affected as a result of dust generation, gas migration, and odor. Proper management of the site can reduce

this impact.

10. Water Quality Degradation - Water quality can be severely impacted by a landfill operation. Chemicals and bacteria can enter the groundwater or surface water systems and impact a large area. Drainage patterns on the current site run from the northwest to southeast and runoff enters the Feather River 1500 feet south of the site. This is the greatest potential adverse impact of the operation. To reduce this impact, retention basins should be constructed on the dump site. Groundwater is located at 45 feet below the surface and surface soils are silty sands derived from decomposed granite indicating that the potential for contamination of the groundwater exists but is not great. Bedrock permeability as measured by the California Regional Water Quality Control Board is 536 minutes per inch. A monitoring well is located on the site due to discovery of a spring in 1973 which has never reappeared. The well should continue to be monitored for contamination indicators. Future dump sites should be analyzed for ground and surface water contamination potential.
11. Soil Erosion - Due to disturbance of a large area, landfills are extremely erosive. Runoff from the site can be extremely silty. The current landfill drains into the Feather River, thus the potential impact of soil erosion on the riparian and river environment is important to consider. Retention basins should be incorporated as well as soil stabilization techniques on unworked areas. Future landfill sites should not drain into the Feather River.
12. Seismic Safety - Landfill are seismically unsafe due to potential for ground failure. Future uses should not include structures for human habitation or workplaces.

Conclusions, Compatible Land Use Planning - All of these impacts are important to consider in planning for land uses around the current landfill and in future sites. Adjoining land uses should be able to tolerate the visual, litter, odor, noise, traffic, and dust impacts and landfills should not be placed where surface or ground water can be affected or on active faults. Existing land uses directly adjacent to the current landfill are grazing/timber uses. These uses should continue. 500 feet south of the site and to the southwest low density housing on lots of 3 to 5 acres exist. No homes are

located within 100 feet of the site. Higher density housing should not be allowed in this area without detailed evaluation of impact from the landfill and the development's impact on expansion possibilities for the fill. Any expansion of the site should include a study on impact to this area and appropriate mitigating measures.

In general, compatible adjacent land uses are those that are not sensitive to the potential impacts of a landfill and will allow for its expansion.

They include:

- Agriculture
- Forestry
- Open Space

Future uses of the reclaimed site should include:

- Agriculture
- Forestry
- Open space/recreation
- Waste to energy facility
- Storage facilities

Intensity of Land Use

The state planning laws require that the general plan include a statement of standards of population, density, and building intensity recommended for the various districts and other territory covered by the plan. This plan has described the recommended standards for dwelling units per acre for each residential district. Dwelling units per acre is a standard of population density. Building intensity is defined as the ratio relationship between building coverage to total land area for a given parcel of land. Standards for building intensity are important for several reasons:

1. Building intensity dictates off-street parking needs and traffic impacts.
2. Building intensity and the corresponding off-street parking area represent impervious surface which increase the rate of water runoff, which in turn, contributes to drainage and erosion and carries pollutants into waterways. (See Open Space and Conservation Elements for more detail.) The standards of building intensity which apply to all land use districts include:

- Building intensity should be consistent with the land's natural features: less building coverage should be allowed on steep land, lands with greater erosion potential, and high fire hazard areas.

- Minimum lot size should be established for all land use districts to insure that the land area of each lot is sufficient to allow for good building design and to limit the intensity of development in each neighborhood. The limitations on intensity of development in each neighborhood should correspond to roadway, water and sewer line capacities.

Residential Building Intensity Within residential districts, building intensity should also be limited by a requirement for a minimum amount of open space per dwelling unit. 1000 to 2000 square feet of open space per dwelling unit is recommended as a guideline standard. The exact amount of open space needed will vary depending on proximity to other permanent open spaces, i.e. city parks, national forest lands, permanent drainage ways, etc.

Commercial
Building
Intensity

Three types of commercial development and commercial districts will exist in Portola:

1. Downtown commercial district
2. Highway commercial, along Highway 70
3. Neighborhood/convenience commercial areas

Within the downtown commercial district building intensity for individual land parcels will approximate 90 to 100 percent coverage. Needed open spaces and parking areas will be provided in central locations and within roadway right of way. Design and development of the downtown will be regulated by a specific plan.

Within the Highway 70 commercial area, building intensity will be less in order to provide for parking areas, frontage landscaping to buffer Highway 70, and to control storm water runoff which can carry oils and other pollutants into the river. On the north side of the highway 50 to 60 percent building coverage is suggested. This will allow for the placement of building and retention of river views.

Industrial/
Institution
Building
Intensity

The design criteria for building intensity in industrial and institutional districts are land use compatibility, control of storm water runoff (minimizing impervious surfaces), and esthetics. This general plan has stressed the importance of tourism to the Portola economy. It is important that the building intensity of industrial and institutional uses be consistent with creating a city image that will encourage visitors. 30 to 40 percent coverage is suggested for these districts. Views and city appearance should be protected by berming and landscaping frontages sand adhering to buffer treatment overlay guidelines. The following site plan elements will be submitted with any proposed industrial or light industrial use application:

The layout and design of all existing and proposed improvements, including, but not limited to building structures, parking, circulation areas, outdoor storage areas, landscape areas, service and delivery areas, outdoor recreation areas, retaining walls, signs and graphics, cut and fill actions, accessways, pedestrian walkways, buffering and screening measures and street furniture.

Any site plan shall be filed on a form provided by the city and shall be accompanied by such drawings, sketches and descriptions necessary to describe the proposed development. A plan will not be deemed complete unless all information requested is provided.

Overlay Districts

Overlay districts are incorporated into the General Plan to further reduce impacts in areas of special concern as identified in the various elements. Overlays are shown to protect and enhance scenic views, for watershed management, and to buffer adjacent conflicting uses.

Scenic View Overlay District Guidelines

Much of Portola's economic base and future growth is related to the mountain setting and visitor appeal. The city's development must be attractive and it's natural environmental features must be protected (and developed for active and passive recreation). As discussed in the open Space and Recreation Elements, views of the Wild and Scenic Feather River are particularly important to protect. The following guidelines apply to protection of scenic views:

- Views of the river should be preserved as much as possible.
- Fill may not encroach into the river area to increase building pad size.
- Views of ridgelines should not be altered.
- Signs may not be higher than the building which must not be over one story.
- Grading should be minimized and conform to existing topography.
- Architecture should fit into the setting.
- In scenic roadway corridors, guidelines from the Scenic Highways Element should be followed.
- Natural vegetation should be retained as much as possible.
- Methods of retaining views such as the purchase of donation of scenic easements and other techniques discussed in the Conservation Element should be explored as development proposals are filed.

Watershed Management Overlay District Guidelines

Watershed management areas are shown in the 100-year flood plain. Much of this area is shown as open space, but some of the area is already lotted or developed and future development should follow certain guidelines for safety of residents.



- Water courses should be left in their natural state.
- New construction must be flood prone designed.
- Sanitary systems must be designed to minimize infiltration into flood waters.
- Base flood elevation data for new construction must be submitted to the city to aid in development assessment.

Buffer Treatment Guidelines

Where buffer areas are indicated, a transition treatment between potentially conflicting uses is the goal in order to mitigate impacts. It is not a defined amount of space, but a group of design concepts that should be utilized.

The Industrial/Residential Interface buffer zone should:

- Be wide enough to keep noise impact within levels suggested in the Noise Element.
- Include tasteful fencing softened by landscaping to reduce noise and keep children out.
- Be designed to fit into the character of the adjacent neighborhood.

Industrial/Commercial Interface - The buffer treatment should:

- Integrate the two uses. (the industrial use should not "turn its back" to the commercial area.)
- Be designed to fit into the character of the commercial area.
- Be landscaped or fenced to reduce visual impact and noise.

Industrial/Recreation Area Interface - The buffer treatment should:

- Screen the view from the recreation zone with heavy planting.
- Be designed to fit into the natural setting.

Commercial or High Density Housing/Lower/Density Residential Interface - The buffer treatment should:

- Recognize the need to place parking in rear or away from the adjacent use.
- Include architectural and landscape design that fits in with the adjacent use.

Implementation/
Impact of
Overlays

Development plans will be reviewed by the planning staff for adherence to these performance criteria. The net environmental impact of use of scenic, watershed, and buffer overlays should be positive especially where grading and destruction of natural vegetation are limited.

Specific
Plan
Districts

The city has established a number of specific plan areas to provide for further study of their special character and to guide development that will be appropriate to these areas. Specific plans are provided for under Section 65450 of State Laws Relating to Conservation and Planning. Since the specific plan areas delineated are of special concern for social and environmental reasons, the preparation of a specific plan can help avert a lengthy and costly environmental impact report requirement by addressing ways to mitigate impacts as part of the development design.

The specific plan districts are the unincorporated area north of town, downtown, and specific plan areas A and B, as described below. The specific plan area north of the city limits is of special concern because it is a main growth area for the city and should not be cut off by street patterns and lotting that will not be easily incorporated into the existing patterns in the city. Before annexation, a specific plan of the area should be prepared which will insure coordination of roadway layouts, utilities, and the extension of public services that will "fit into" the city. The costs of preparing a specific plan could be shared by all landowners, or specific plan development proponents.

To further enhance and provide affordable housing, housing types, property values, economic development, aesthetics and the environment of the city; the Citizens' Committee has recommended the following changes to the land use element and Zoning Ordinance. Changes were addressed for two locations inside the city limits. They have been identified and referred to as "Specific Plan Area A" and "Specific Plan Area B". These two areas were previously designated specific plan areas in the 1983 land use element.

"Specific Plan Area A" is described as the land area bordered by Taylor, South Pine, Grove Streets and to the eastern city limits. The current uses and underlying

zoning of this area is commercial, industrial and moderate density residential. This area is proposed to be further designated a Multiple Use Moderate Intensity Specific Plan Area. This designation would permit, subject to performance standards, a mix of residential, commercial, light industrial, and institutional uses development.

Performance zoning standards, a variation of traditional zoning, uses performance standards to regulate the effects or impacts of activity on the surrounding neighborhood, instead of separating uses into various zones. In other words, single-family residential, multi-family residential, stores and offices may be permitted in the same neighborhood, if certain standards of performance are met. The standards are designed to regulate visual impact, noise, lights, overall density and other environmental concerns.

These performance standard guidelines for the Multiple Use Moderate Intensity Specific Plan Area include:

- The building envelope on any parcel of land shall not cover more than fifty percent of its area for commercial/industrial uses and forty percent of its area for residential uses. Note: driveways, patios, and gardens do not count as part of the building envelope or coverage.
- The minimum lot size for residential uses shall not be less than 6,250 square feet.
- The minimum lot size for commercial uses shall not be less than 5,000 square feet.
- The minimum lot size for light industrial shall not be less than 5,000 square feet.
- Common space is required for all developments of more than five units. Fifteen percent of the site is to be available to residents of the development as common space.
- The maximum height of any building shall not exceed 35 feet above average grade, or limited by fire protection access.
- The overall planned density of the project area can not exceed the current density standards.

"Specific Plan Area B" is the land area bordered by the city cemetery to the north and extending to the most southern boundaries of the city limits. This area is currently undeveloped with an underlying zoning of Low to

Moderate Density Zoning. This previously forested, undisturbed land area was substantially destroyed by the 1988 forest fire. To encourage the development of this area, in conjunction with site restoration efforts, this area has been further designated a Developed Recreation and Low Density Residential Specific Plan Area. This further designation would allow subject to the preparation of a specific plan, developed recreational uses such as a golf course, cross country skiing center, equestrian center, and other recreational developments and the appropriate accessory uses mixed with residential uses. The overall housing density for the project area is not to exceed the current permitted density standards.

The downtown area is discussed in the Economic Element. A specific plan for this area will enable merchants and the city to coordinate plans for this area. Concerns listed in the Economic Element should be addressed including:

Downtown Specific Plan Guidelines

- Mixed residential/commercial/office uses should be encouraged.
- An overall parking plan for the entire area should be prepared.
- Parking requirements should be considered with each development application.
- New development and substantial remodeling should conform in concept to those illustrated in the Economic Element.
- The area should be treated as an activity center.

In addition, as required in the State Subdivision Map Act, for any subdivision of 50 lots a specific plan must be prepared. The Ridgewood area is depicted as a specific plan district for this reason. As other large subdivisions are proposed, specific plans will also have to be prepared.

Implement- tation Impact of Specific Plans

Environmental impact is expected to be beneficial as a result of the use of specific plans because of the detailed impact assessment they allow. Each proposed specific plan will be subject to the appropriate environmental documentation.

Planning
Area (Out-
side City
Limits)

The area outside the city limits needs special consideration in the land use element. The city is allowed by state law to prezone areas within its planning boundaries which will become effective upon annexation of any of the area. Prezoning can also serve as a guide to the county planning department in its zoning of the area. The prezoning of this area becomes part of the city's annexation policies discussed later in the land use element.

The city has a particular interest in the parceling of land that may someday be annexed. For example, close to the northern city limits there has been considerable parceling of land, sometimes referred to as "four by fouring". This is a procedure by which larger parcels of land are split by parcel maps (California Subdivision Map Act) rather than subdivision maps. For example, a 160 acre parcel can be divided into four 40 acre parcels. Each 40 acre parcel is then divided into 10 acre parcels and then each 10 acre parcel is divided into 2-1/2 acre parcels. There are a number of planning and environmental problems which can result:

- If the individuals who are dividing the land in this manner are related, this procedure can be a violation of the state subdivision laws. There have been a number of State Attorney General opinions on this subject.
- When land is "four by foured" the parcels which are created are almost always square. Physical features of the land such as steep slopes and drainage courses are not usually considered.
- Because the parceling occurs incrementally, the planning agency is not given the opportunity to coordinate roadway layouts, utilities, and the extension of public services in an overall planned manner.

Much of the area outside city limits is heavily wooded, steep, controlled by drainage corridors which eventually drain to the river, and are environmentally sensitive. The constraints on these lands have been discussed throughout the General Plan. In addition, there are numerous large parcels within the planning boundary that are available for exchange with the Forest Service. It is difficult to say specific standards of development for this area since it is unincorporated, largely undeveloped, and future economic pressure on specific parcels cannot be foreseen. As a result, a formula has been developed as a guide to appropriate densities in this area. The formula should be used as a guide and is mainly designed to create standards for parceling. Any detailed land development

proposals which suggest higher densities or uses other than residential would have to be approved as a General Plan Amendment, and sewer, water, and fire protection would have to be provided. Such a proposal would be looked at in much more detail than this formula allows.

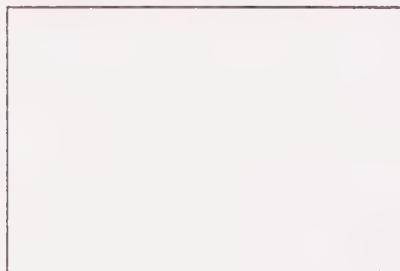
The formula takes into consideration slope, and applies it to appropriate density and open space requirements. Open space requirements are aimed at preserving the natural tree cover and other-natural features discussed in the Conservation and Open Space Element. In addition to the minimum open space suggested in the formula, any natural drainage swales should be kept as undisturbed open space. The intent of the formula is to guide development away from steep areas where development would require more grading and result in greater erosion and away from sensitive areas. On an individual site, increased density should be considered if the developer agrees to eliminate construction on the steeper slopes. Additional density could also be allowed if water and sewer are provided. Minimally, water should be provided in the one dwelling unit/acre density shown in the formula. The provision of other services as well as environmental hazards or special features on the land should also have a bearing on density allowed and would point to a deviation from the formula.

Negative environmental impact is expected to decrease using this formula:

Slope %	Maximum Gross Density	Minimum % Open Space (not covered by bldg. or paving)	Minimum % Open Space Left Natural
0-10	1 du/acre	15	0
10-20	1 du/2.5 acres	30	50
20-30	1 du/5 acres	60	75
30 +	1 du/10 acres	85	90
Natural drainage areas		100	100

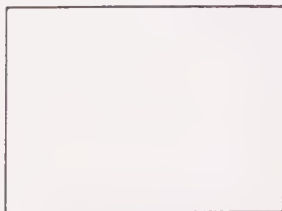
EXAMPLE: SLOPE /DENSITY FORMULA APPLIED

Sample Site 10 Acres



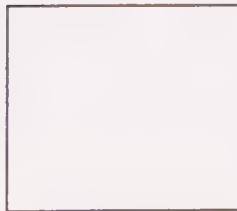
AREA X	MINIMUM % OF OPEN SPACE	=	MINIMUM OPEN SPACE	MAXIMUM GROSS DENSITY	MAXIMUM DENSITY
3 A.	85%		2.55 A.	1 DU/10A.	.3 DU.
3 A.	30%		.9 A.	1 DU/2.5 A.	1.2 DU.
3 A.	15%		.45 A.	1 DU/1A	3.0 DU.
1 A.	100%		1.00 A.	0	0
10 A.			4.9 A.		4.5 DU.

WRONG



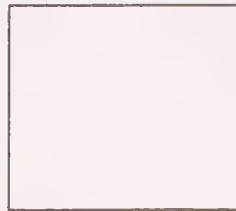
STANDARD

USING FORMULA
W/O VARIATIONS

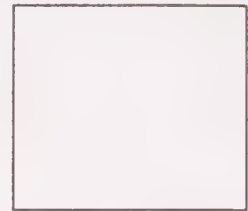


DENSITY TRANSFER
ALTERNATIVES

4 DU 1/2 A.
PARCELS



4 OR MORE DU
CLUSTERED LEAST
SENSITIVE AREA



Annexation

There are a number of concerns that must be considered in developing annexation policies. The city does not want to constrain growth by limiting its borders, but it would like to see growth pay for itself so that current residents do not pay a disproportionate share of the cost of services and facilities. Concerns that have been brought up regarding future annexations include:

- The cost of services. City taxpayers are paying on bond issues which provided for the construction of city fire, water, sewer, and other facilities. These are expensive systems. Capital costs should be shared by newly annexed property owners.
- Lands annexed to the city since Proposition 13 are not generating property tax revenue for the city. These taxes are largely still going to the county.
- Piecemeal "four by fouring" of land is occurring within the City's planning boundary which does not allow for proper planning of roads and services which will be required by the city if they are annexed.

Another annexation concern relates to urban form. State policy discourages conversion of open space to other uses and encourages maintenance of efficient patterns of urban development. LAFCO's normally do not disapprove an annexation request if:

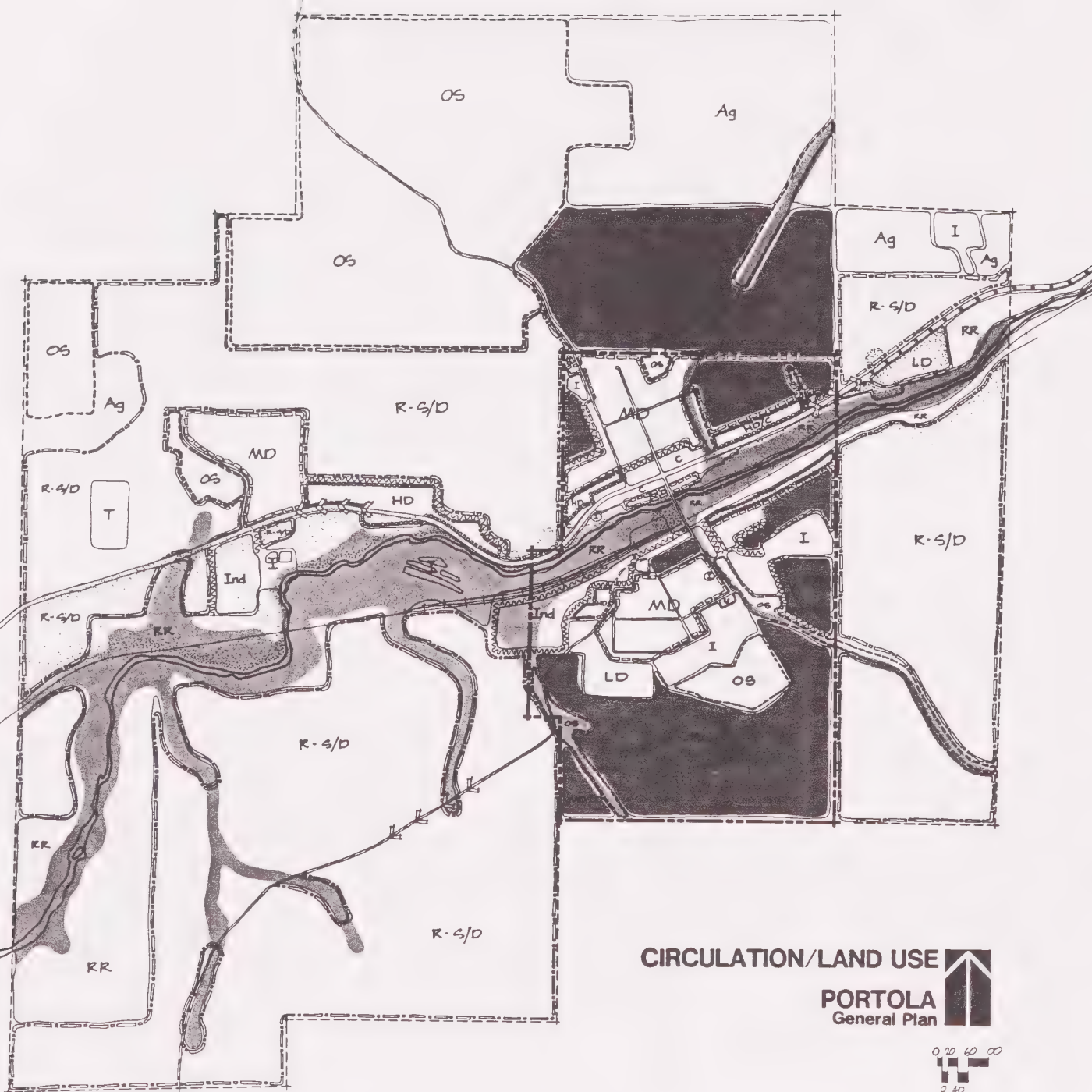
- The land is located within the city's sphere of influence.
- The land is designated for urban growth by the general plan of the city.
- The land is not prime agricultural land.

In order to be consistent with state and LAFCO policy, growth areas for the city have been defined contiguous to existing development. The city should establish precise rules to be followed when considering annexation requests, for example:

1. Establish an equitable annexation "buy-in" fee which will be charged on a per acre or other suitable unit basis for annexed lands and which shall become a general fund revenue to the city. This "buy-in" fee shall be based on the estimated capital costs allowing for

depreciation of the city's sewer, water, fire protection and other general governmental facilities and equipment and deducting outstanding bonded indebtedness which may be assumed by the annexing lands.

2. Except in unusual circumstances, the city should consider only annexations of 20 acre parcels or larger. This is intended to insure that parcels are not broken down (four by four) before annexation and will provide the opportunity for overall planning and extension of public facilities in an orderly fashion by the conformity with the State of California Subdivision Map Act. Prior to the enactment of this general plan, lands owned by a public agency and annexations were initiated by the city for conservation purposes or to accommodate the orderly extension of public facilities.
3. All costs for extending water and sewer lines should be born by the petitioners. For oversizing or extension of lines through undeveloped lands, the city shall establish a procedure which will reimburse the annexation petitioners on a pro-rata benefits received basis. This reimbursement procedure, however, will be in effect only for a specified period of time and thereafter no further reimbursement will be given.
4. The city should require that the county and/or affected special districts agree to an acceptable renegotiation of the property tax base for annexed lands, or in lieu thereof, will charge increased service charges for annexed lands to cover ongoing maintenance and operation of facilities and general governmental services which would otherwise be funded by the property tax revenues.
5. Except in instances of overriding importance to the health and safety of residents, the city should annex only lands contiguous to existing incorporated development.



LEGEND:

Residential

LD	0-45 DU/ACRE
MD	4.5-8 DU/ACRE
HD	8+ DU/ACRE
R-S/D	RURAL RESIDENTIAL BUT SLOPE DENSITY FORMULA

Open Space

OS	OPEN SPACE
RR	RIVER RECREATION
Ag	AGRICULTURE
T	TIMBER

General

C	COMMERCIAL
U	UTILITY
I	INSTITUTIONAL
Ind	INDUSTRIAL

Circulation

ARTERIAL	ARTERIAL
COLLECTOR	COLLECTOR
SCENIC ROAD/HWY	SCENIC ROAD/HWY
EVACUATION ROUTE	EVACUATION ROUTE
POSSIBLE ROUTING	POSSIBLE ROUTING

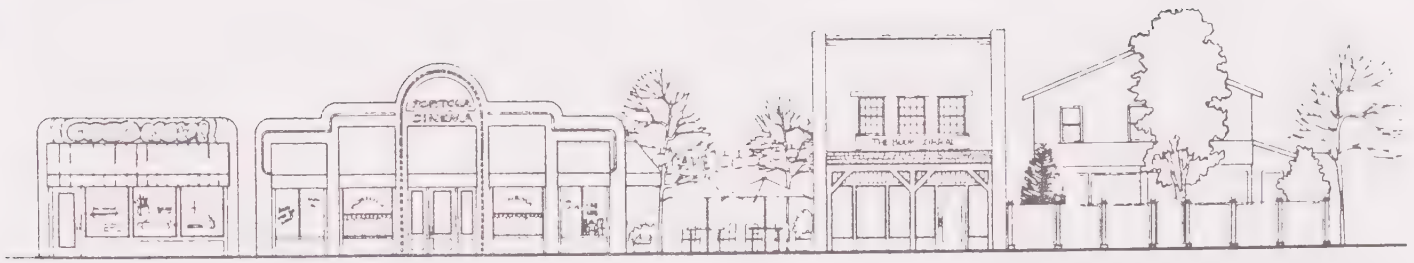
Overlays

BUFFER ZONE	BUFFER ZONE
SCENIC	SCENIC
SPECIFIC PLAN	SPECIFIC PLAN
WATERSHED MANAGEMENT	WATERSHED MANAGEMENT

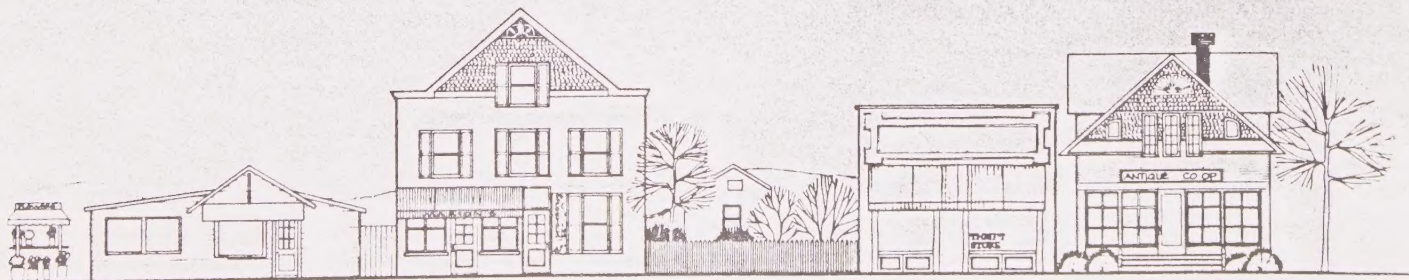
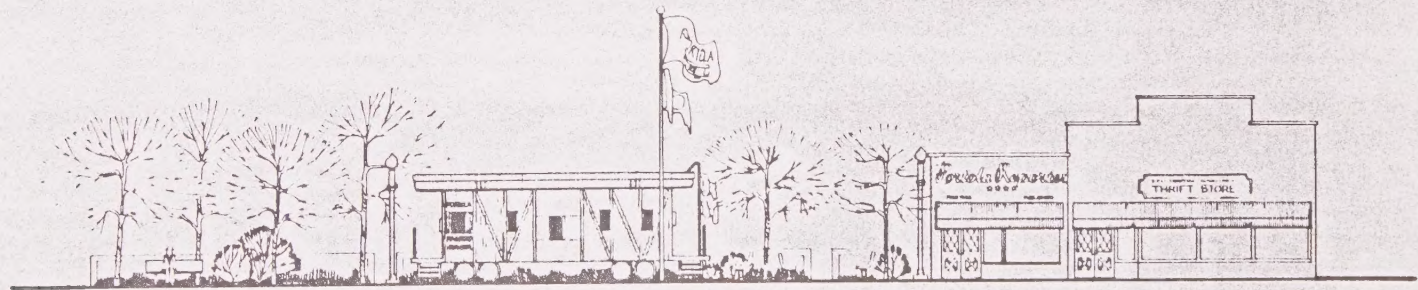
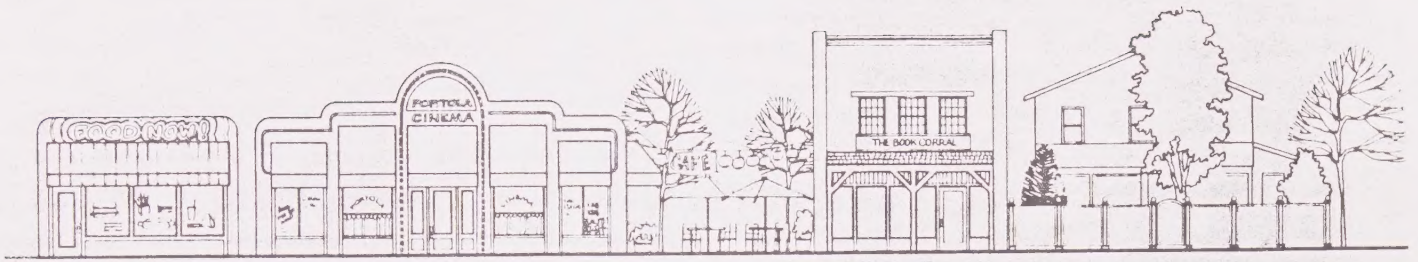
CIRCULATION/LAND USE

PORTOLA
General Plan

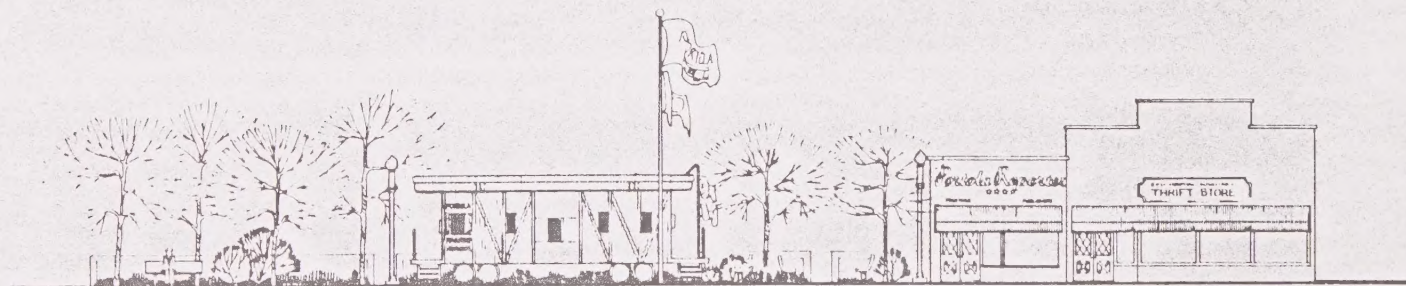
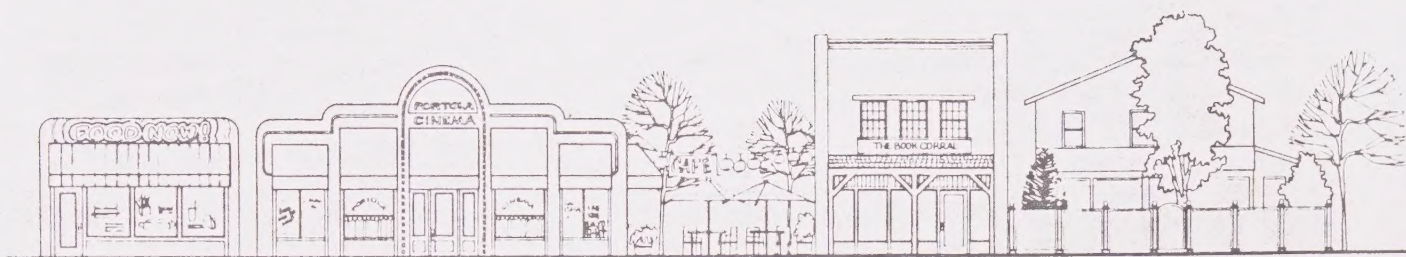




ENVIRONMENTAL IMPACT



SPECIFIC PLANS



APPENDIX

